Printed for the use of the Foreign Office. June 1891.

CONFIDENTIAL.

(6100.)

F.O. Turkey

424

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SELECTION OF PAPERS

RESPECTING THE

REGULATIONS FOR SHIPS CARRYING PILGRIMS

TO OR FROM THE

MAHOMMEDAN HOLY PLACES.

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1888-90.

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Printed for the use of the Foreign Office. May 1891

CONFIDENTIAL.

Selection of Papers respecting the Regulations for Ships carrying Pilgrims to or from the Mahommedan Holy Places: 1888–90.

No. 1.

Sir W. White to the Marquis of Salisbury.—(*Received June* 16.)

(No. 78. Commercial.)

Therapia, June 7, 1888.

My Lord,

I HAVE the honour to transmit herewith copy of a despatch from Dr. Dickson, forwarding copies of the proposed new Ottoman Pilgrim Traffic Regulations, based on the Indian Native Passenger Ships Act of 1887, which have at last been completed.

Dr. Dickson furnishes a succinct account of the proceedings of the Board of Health whilst drawing up these Rules, and suggests remarks on the tenor and apparent aims of such Rules.

I have, &c.
(Signed) W. A. WHITE.

Inclosure 1 in No. 1.

Dr. Dickson to Sir W. White.

Constantinople, June 2, 1888.

Sir,

I HAVE the honour of forwarding to your Excellency four polygraphed copies of the new Ottoman Pilgrim Traffic Regulations, which, after repeated interruptions, amendments, and counter-amendments, have at last been completed, with the exception of the indication of the punishments that are to be awarded to culpable Ottoman sanitary employés, the Tribunal that will judge and punish transgressions committed by foreigners, and the procedure that will be followed in such cases. These indications remain undetermined, but in other respects the Rules have been accepted by the Board of Health, and are now referred to the Sublime Porte and to the foreign Maritime Powers interested in the Mecca pilgrim traffic for their consideration.

These new Ottoman Pilgrim Traffic Regulations are, more or less, in accordance with the British Indian Native Passenger Ships Act of 1887.

Greater space, however, and a larger supply of fresh water are given to passengers in the Ottoman Regulations than are allowed by the Indian Act, and no distinction is made between an adult, a child, and an infant, because, in the opinion of the Board of Health, a child, and even an infant at the breast, requires as much room on board ship as an adult passenger. The call at Aden, moreover, has been abandoned.

The space given to pilgrims by the Indian Act is considered insufficient, as most of the ships that arrive from India and the Red Sea, laden with pilgrims in accordance with the Indian Regulations, are over-crowded. The supply of fresh water given to pilgrims during the voyage from India to the Red Sea does not satisfy their wants and they scramble with the greatest avidity for this element the moment they land on Camaran. The establishment of a lazaret station on Camaran, and the compulsory stoppage at that island of all pilgrim ships entering the Red Sea by Bab-el-Mandeb, render the call at Aden no longer necessary.

During the prolonged discussions which took place on these new Regulations,

three questions gave rise to very divergent opinions, and were, therefore, left undetermined, viz.:—

1. The proposal, emanating from the Turkish members, that ships returning from the Red Sea with pilgrims should be obliged to take gratuitously 2 per cent. of pauper pilgrims over and above the full complement of passengers allowed by the Regulations.

2. The indication of the punishments to be inflicted on culpable Ottoman sanitary employés, and the faults for which these punishments would have to be awarded.

3. The determination of the Tribunal that will have to judge and punish transgressions committed by foreigners, and the procedure to be followed in such cases.

The Board of Health omitted, at first, all mention of these items, and thus tacitly permitted its own agents to assume judicial functions and punish the culprits. But, on my insisting that these points should not be left in doubt, and on my declaring that Her Majesty's Government objected decidedly to the Turkish sanitary officials and Constantinople Board of Health being vested with the power of adjudicating in cases of infringement of these Regulations by British subjects, the Board resolved that every one of its members should express his views in writing, and that these should be submitted to our respective Governments for their consideration.

The Austro-Hungarian, British, Dutch, French, Greek, Russian, and Swedish Delegates, as well as Dr. Bartoletti on behalf of the Ottoman members, all stated their views; the Belgian and Italian Delegates were absent; the German Delegate adhered to the declaration of the Austro-Hungarian Delegate, the Spanish to that of the French Delegate, and the Persian Delegate abstained from giving an opinion.

In submitting, however, the papers to the consideration of Her Majesty's Government, I take the liberty of calling your Excellency's attention to a few essential points with reference to them.

The Mecca pilgrim traffic is carried on principally by English, Egyptian, Austro-Hungarian, and Ottoman vessels. The Dutch steamers that ply between Batavia and Holland sometimes take a few Javanese pilgrims, whom they land on the lazaret of Abou Saad at Jedda, without stopping there, and then continue their voyage to Holland. These Dutch steamers cannot therefore be considered pilgrim ships in the same sense as those vessels that are specially freighted to carry pilgrims, and which are obliged to remain at Camaran until the pilgrims have performed quarantine there, and then take them on to Jedda. Two or three French and Italian ships also carry pilgrims, but this they do only on their return to the Red Sea from India and Singapore. But no Belgian, German, Greek, Persian, Russian, Spanish, or Swedish vessels carry on the pilgrim traffic at all.

If, therefore, England, Egypt, Austro-Hungary, and Turkey could come to an understanding with regard to the mode of carrying out these Regulations, the other maritime nations would have to follow their rule.

As regards the Tribunal to judge and punish delinquents, the Ottoman members of the Board of Health maintained that the Ottoman sanitary officers, assisted by a Consular authority, have the exclusive right of taking cognizance of, and applying the penalties to, transgressions committed against the Ottoman Pilgrim Traffic Regulations, and that all appeals against their decisions must be referred to the Constantinople Board of Health for a final judgment. To facilitate, moreover, the acceptance of these views, Dr. Mahé, the French Delegate, induced the Board to alter the title of the chapter on penalties by striking out the word "penalties," and substituting for it the phrase "Amendes applicables aux contraventions." The levying of the fines prescribed by the Ottoman Pilgrim Traffic Regulations would thus, he argued, become an administrative act and lose its judicial character.

Finally, the Board insisted that no fines shall be levied until the vessel has reached its ultimate destination. This measure, if carried out, would be tantamount to exempting from punishment all pilgrim-laden ships proceeding to the Mediterranean ports.

It is evident, therefore, to me, that the aim of the Board of Health has been to throw the entire weight of these Rules upon British ships, and to confirm and strengthen its own authority and that of its subordinates.

The Austro-Hungarian, Egyptian, and Ottoman pilgrim ships all belong to privileged Companies that are able, by exerting pressure or persuason, to extricate their ships when they get into trouble. Nearly all British pilgrim ships, on the other hand, belong to private individuals or Companies who cannot bring the same influence to bear on the Ottoman Sanitary Department.

If, therefore, an understanding between England, Egypt, Austro-Hungary, and Turkey on the mode of carrying out these Regulations be deemed impracticable, I would then respectfully suggest that an Order in Council might be issued, empowering Her Majesty's Consular authorities in the Red Sea and Persian Gulf to apply the Indian Rules and penalties on British ships, and leave the Constantinople Board of Health to deal with the irregularities committed by the shipping of other nations.

I have, &c.
(Signed) E. D. DICKSON.

Inclosure 2 in No. 1.

Règlement Général applicable aux Navires faisant le Transport des Pèlerins Musulmans.

I.—*Dispositions Générales.*

Article 1er. Ce Règlement est applicable aux navires qui transportent au Hedjaz ou qui en ramènent des pèlerins Musulmans.

Art. 2. Est considéré comme navire à pèlerins tout navire qui transporte plus de trente pèlerins.

Art. 3. Tout capitaine qui se propose d'embarquer des pèlerins est tenu d'en faire la déclaration, au moins trois jours d'avance, à l'autorité compétente du port de départ.* Il doit l'informer du jour projeté de son départ et de la destination de son navire.

Art. 4. A la suite de cette déclaration l'autorité compétente fera procéder aux frais du capitaine, à l'inspection et au mesurage du navire par une Commission composée de son représentant, d'un représentant de l'autorité maritime locale, et, suivant le cas, d'un représentant de l'autorité Consulaire dont relève le navire.

Il ne sera procédé qu'à l'inspection du navire si le capitaine est déjà pourvu d'un certificat de mesurage délivré par l'autorité compétente, à moins qu'il n'y ait soupçon que le document ne réponde plus à l'état actuel du navire.

Art. 5. L'autorité compétente ne permettra le départ d'un navire à pèlerins qu'après avoir acquis l'assurance qu'il satisfait aux conditions suivantes:—

(*a.*) Que le navire est en état d'entreprendre le voyage sans danger, qu'il est bien équipé, bien aménagé, bien aéré, pourvu d'un nombre suffisant d'embarcations, et qu'il ne contient rien à bord qui soit ou puisse devenir nuisible à la santé ou à la sécurité des passagers;

(*b.*) Qu'il existe à bord, en sus de l'approvisionnement de l'équipage, et convenablement arrimé, des vivres, de l'eau potable de bonne qualité, ainsi que du combustible, le tout en quantité suffisante pour tous les pèlerins et pour toute la durée déclarée du voyage.

Toutefois, cette dernière disposition, en ce qui concerne les vivres, n'est rigoureusement applicable qu'aux navires qui passent par le Détroit de Bab-el-Mandeb; pour les autres navires le capitaine n'est tenu d'avoir des vivres que dans la proportion de ce qui est nécessaire aux besoins des pèlerins qui auront contracté l'éngagement d'être nourris à bord pendant toute la traversée.

Art. 6. Le soin de fixer la quantité et la qualité des approvisionnements est confié à l'autorité compétente du port de départ du navire. Mais en tout cas la quantité obligatoire d'eau potable ne pourra être moindre de 5 litres† par jour et par pèlerin, quels que soient l'âge et le sexe.

En cas de relâche pour faire de l'eau ou des vivres, la quantité à en prendre sera toujours dans les proportions ci-dessus déterminées.

Art. 7. Le capitaine fera apposer, dans un endroit visible à bord, des affiches indiquant la destination de son navire, et spécifiant la ration journalière d'eau et de vivres qui est allouée, et qui devra être distribuée à chaque pèlerin.

Art. 8. Tout capitaine devra être pourvu par son agence d'une liste spéciale, indiquant le nombre et le sexe des pèlerins qu'il est autorisé à embarquer. Cette liste sera visée par l'autorité compétente. Dans le cas de decès survenus à bord c'est sur cette liste qu'il inscrira, ainsi que sur son livre ou journal de bord, la date, la cause présumée de la mort, et le nom des pèlerins décédés.

* En Turquie l'autorité compétente est l'Autorité Sanitaire.
† Le litre équivaut à pinte Anglaise 1·76

Dans le cas où des pèlerins seraient débarqués en cours de voyage, c'est encore sur la dite liste qu'il en fera l'annotation, ainsi que dans le cas où il embarquerait d'autres pèlerins. Dans tout port de relâche et au port d'arrivée il soumettra cette liste en original à l'autorité compétente, qui y apposera sa signature.

Art. 9. Tout navire à pèlerins devra être muni, à part la liste précitée, d'une patente de santé régulière, indiquant le nom, la nationalité, et la portée du navire, le nom du capitaine, le nombre exact des personnes de l'équipage et des pèlerins, la nature de la cargaison, le lieu de départ et celui de destination du navire, ainsi que l'état de la santé publique du lieu de départ.

La patente délivrée par l'autorité compétente du lieu de départ ne sera pas changée dans le cours du voyage. Elle sera visée par l'Autorité Sanitaire des ports de relâche, qui y annotera, le cas échéant, le nombre des passagers débarqués on embarqués à nouveau, ainsi que tous les incidents survenus en mer et dans les différentes escales.

L'autorité compétente du port de départ inscrira sur la patente le nombre exact d'individus embarqués, quels qu'en soient l'âge et le sexe, en mentionnant si le chiffre réglementaire des pèlerins est atteint ou non. Dans ce dernier cas elle indiquera le nombre complémentaire des passagers que pourra prendre le navire dans les escales subséquentes. Elle prendra des mesures efficaces pour empêcher le départ sur un navire à pèlerins de tout individu atteint de maladie contagieuse.

Art. 10. Tout navire qui aura embarqué plus de 100 pèlerins devra avoir un médecin commissionné par l'autorité supérieur du pays de départ, et de médicaments et objets nécessaires aux soins des malades.

Art. 11. Le concours des Consuls dont relève le navire pouvant devenir nécessaire à l'exécution efficace des dispositions réglementaires ci-dessus arrêtées, les autorités compétentes pourront le réclamer en cas de besoin.

II.—*Dispositions Spéciales pour les Navires à Pèlerins faisant des Voyages de Longue Durée ou de Long Cours, ou des Voyages de Courte Durée dits Cabotage.*

Art. 12. Est considéré comme voyage de long cours tout transport de pèlerins qui commence ou finit en dehors des limites de la Mer Rouge, d'un côté au delà du Détroit de Bab-el-Mandeb, et de l'autre au delà de l'embouchure méridionale du Canal de Suez.

Le transport, en deçà des limites précitées, dans la Mer Rouge proprement dite, contitue le cabotage, à condition toutefois qu'il soit effectué par des navires ne dépassant pas 200 tonneaux de jauge; sinon, il rentrera dans la catégorie des voyages de long cours.

(A.) *Navires faisant des Voyages au Long Cours.*

Art. 13. Les navires à vapeur et mixtes sont seuls autorisés à faire le transport des pèlerins au long cours. Il est défendu aux navires à voiles de faire ce transport.

Art. 14. Tout navire à pèlerins, à l'entrée daas la Mer Rouge et à la sortie, se conformera aux prescriptions contenues dans le "Règlement Spécial applicable au Pèlerinage du Hedjaz," publié par le Conseil de Santé de Constantinople.

Art. 15. Tout navire à vapeur ou mixte devra pouvoir loger les pèlerins dans un entrepont au-dessus de la ligne de flottaison. Il devra fournir, en dehors de l'équipage, à chaque individu, quels que soient son âge et son sexe, une surface de 1½ mètres carrés, soit 1 mètre sur 1 mètre 50 centim.,* avec une hauteur d'entrepont d'au moins 1 mètre 80 centim.

Art. 16. Le pont du navire demeurera libre de toute marchandise et d'objets encombrants. Il sera exclusivement affecté à l'usage des pèlerins d'entrepont.

Art. 17. Un compartiment spécial sera réservé au logement des malades; il devra jouir de bonnes conditions de sécurité et de salubrité.

Art. 18. De chaque côté du navire sur le pont sera réservé un endroit dérobé à la vue et pourvu d'une pompe à main pour fournir l'eau de mer nécessaire aux besoins des pèlerins. Un local de cette nature sera exclusivement destiné aux femmes.

Art. 19. Tout navire à pèlerins devra être pourvu, en sus des lieux d'aisance à l'usage du personnel du bord, de latrines à deux compartiments bien fermées et recouvertes, dans la proportion d'une latrine pour chaque centaine de personnes. Des

* Un mètre est égal à pouces Anglais 39·37. Ce serait donc 5 pieds Anglais sur 3 pieds 3 pouces, soit une surface de 16 pieds avec une hauteur de 5 pieds 10 pouces.

latrines seront exclusivement réservées à l'usage des femmes. Aucun lieu d'aisance ne sera installé dans les entreponts ni dans la cale.

Art. 20. Tout navire à pèlerins sera muni de deux locaux spéciaux ou cabanes pour faire la cuisine à l'usage exclusif des pèlerins. Il sera défendu aux pèlerins de faire du feu ailleurs et sur le pont.

Art. 21. Les gros bagages des pèlerins seront enregistrés, numérotés, et placés dans la cale, d'où ils leur seront délivrés au débarquement. Ils pourront garder avec eux les objets nécessaires au cours du voyage.

Art. 22. Le capitaine et le médecin veilleront au maintien de la plus stricte propreté à bord; chaque jour les entreponts seront nettoyés avec soin et frottés au sable sec, auquel on mêlera des agents désinfectants convenables, pendant que les pèlerins seront sur le pont. Ceux-ci seront encouragés à y séjourner le plus longtemps possible, et même à y coucher parfois, quand le temps le permettra, dans les climats chauds.

Le médecin veillera spécialement à la salubrité des logements des pèlerins, à leur assainissement, et à leur désinfection dans les cas de maladies transmissibles. Il s'assurera aussi que les vivres distribués aux pèlerins sont de bonne qualité, convenablement préparés, et en quantité réglementaire.

(B.) *Navires à Pèlerins faisant le Cabotage.*

Art. 23. Les navires destinés aux transports de courte durée, dits voyages au cabotage, devront pouvoir offrir à chaque pèlerin 1 mètre en largeur le long des plat-bords du navire.

Art. 24. Ils doivent être pourvus d'eau potable et de vivres en quantité largement suffisante pour tout le personnel du bord pendant toute la durée présumée du voyage.

III.—*Amendes applicables aux Contraventions.*

Art. 25. Tout capitaine qui ne fournirait pas aux pèlerins pendant la traversée l'approvisionnement réglementaire et convenu de vivres et la ration d'eau potable et de combustible conformément aux Articles 5 et 6 sera passible d'une amende de £ T. 2* au profit de chaque pèlerin qui pourra prouver que l'on n'a pas fait droit à sa réclamation.

Art. 26. Tout capitaine qui n'apposerait pas dans un endroit visible à bord les affiches indiquant la destination du navire et la ration journalière d'eau, de vivres, et de combustible, allouée à chaque pèlerin, conformément à l'Article 7, sera passible d'une amende de £ T. 30.

Art. 27. Tout capitaine qui commettrait ou qui laisserait sciemment commettre une fraude quelconque concernant la liste des pèlerins ou la patente sanitaire d'après les Articles 8 et 9 sera passible d'une amende de £ T. 50.

Art. 28. Tout navire à pèlerins arrivant sans patente sanitaire du port de départ, ou sans visa des ports de relâche, ou non muni de la liste réglementaire et régulièrement tenue suivant l'Article 8, sera passible dans chaque cas d'une amende de £ T. 12.

Art. 29. Tout capitaine faisant un voyage de long cours avec plus de 100 pèlerins à bord, et qui ne serait pas pourvu d'un médecin commissionné d'après les termes de l'Article 10, sera passible d'une amende de £ T. 100.

Art. 30. Tout capitaine qui aurait à bord de son navire un nombre de pèlerins dépassant celui fixé par les dispositions de l'Article 15 sera passible d'une amende de £ T. 10 par chaque pèlerin en surplus.

Le débarquement des pèlerins dépassant le nombre réglementaire sera effectué à la première station où réside une autorité compétente, et le capitaine en contravention pour ce cas sera tenu de fournir aux pèlerins débarqués les moyens de poursuivre leur voyage jusqu'à destination.

Art. 31. Tout capitaine qui débarquerait des pèlerins dans un endroit autre que celui de destination, sauf leur consentement ou hors le cas de force majeure, sera passible d'une amende de £ T. 20 par chaque pèlerin débarqué.

Art. 32. Tout capitaine qui ne se serait pas conformé aux prescriptions des Articles 16 et 19, concernant le non-encombrement sur le pont du navire, le nombre, l'établissement, et l'emplacement des latrines, sera passible d'une amende de £ T. 50.

Art. 33. Toute contravention constatée en cours de voyage sera annotée sur la

* Une livre Turque équivaut à 23 fr.

patente de santé ainsi que sur la liste des pèlerins. L'autorité compétente en dressera procès-verbal pour le remettre à qui de droit.

Art. 34. Aucune amende ne sera prélevée en cours de voyage et c'est au port de destination que la contravention sera établie et l'amende imposée par l'autorité compétente comformément aux dispositions du présent Règlement.

Art. 35. Tous les agents qui sont appelés à concourir à l'exécution de ce Règlement seront passibles de punitions conformément aux lois de leurs pays respectifs en cas de fautes commises par eux dans son application.

Inclosure 3 in No. 1.

Communication made by Dr. Dickson, British Delegate, at the Sitting at the Board of Health, February 21, 1888.

ARTICLE 34. Je m'étais prononcé, en Commission, dans un sens qui ne s'accorde pas tout à fait avec les termes de cet Article, et il avait été convenu que l'Article resterait subordonné à la question du Tribunal qui devra juger et punir les contraventions au Règlement.

Dans la séance du Conseil du 29 Décembre j'avais fait la proposition d'ajouter au Règlement un Article déclarant que le coupable serait traduit par devant l'autorité dont il relève, jugé et puni d'après les dispositions du Règlement; les sujets Ottomans jugés et punis par le Tribunal désigné à cet effet par la Sublime Porte; les étrangers par l'autorité Consulaire dont ils dépendent.

En attendant, le Gouvernement de Sa Majesté Britannique demande, comme condition indispensable à l'acceptation du Règlement, que le Tribunal qui doit juger et punir les contraventions y fut clairement défini.

Or donc, le Conseil Supérieur de Santé n'ayant jamais été constitué par la Sublime Porte en tribunal juridique, n'a le droit que d'infliger des pénalités disciplinaires à ses employés et de permettre à la navigation de racheter, par une amende, l'application d'une quarantaine disciplinaire. L'Article 22 du "Règlement Organique pour les Provenances Maritimes dans l'Empire Ottoman" établit clairement que, "pour tout délit ou contravention en matière sanitaire, dûment constaté, le délinquant sera remis à l'autorité dont il relève, pour être jugé et recevoir la punition méritée."

L'autorité dont relève un sujet étranger en Turquie, c'est son Consul; l'autorité dont relève un sujet Ottoman, c'est l'autorité Ottomane. Aussi, le Gouvernement de Sa Majesté Britannique n'accepte, dans aucun cas, que le Conseil Supérieur de Santé de Constantinople ou les employés Sanitaires Ottomans soient revêtus du pouvoir de juger et punir les contraventions commises contre ce Règlement par des sujets Anglais.

Il y aurait, en même temps, à prendre en considération un autre point. Le Règlement que nous discutons est une Loi Ottomane, applicable sur le territoire Ottoman, et, partant, les contraventions commises contre elle doivent nécessairement être jugées et punies sur le territoire Ottoman. Pour la Mer Rouge, ce serait donc à Djeddah, Hodeïda, Camaran, ou à Suez. Mais, si un navire sous pavillon étranger et en contravention au Règlement était autorisé à franchir le Canal de Suez avant d'être jugé et puni, sous prétexte de la faire juger et punir lors de son arrivée à sa destination finale, il deviendrait très difficile—pour ne pas dire impossible—de le faire, se basant sur une simple déclaration d'un agent Sanitaire Ottoman, dénonçant la contravention commise par lui. Le coupable, afin d'éviter cet inconvénient, devrait être arrêté, jugé, et puni à la première station où un Tribunal compétent existerait.

(Signé) E. D. DICKSON.

Constantinople, le 21 *Février*, 1888.

No. 1*.

India Office to Foreign Office.—(Received July .)

Sir, *India Office, July* 4, 1888.

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter of the 19th ultimo, forwarding, with other papers, a copy of the new Ottoman Pilgrim Traffic Regulations as drawn up by the Constantinople Board of Health.

It will be necessary that these papers should be communicated to the Government of India in continuation of those already referred to them, in regard to which an expression of their views will probably be very shortly received. On receipt of this expected despatch, Viscount Cross hopes to be able to state his opinion without further delay whether, as far as India is concerned, the new Rules may be agreed to.

His Lordship observes that Dr. Dickson has failed to obtain a decision in accordance with his views as to the jurisdiction, in the case of British ships, of the Turkish sanitary officials and of the Constantinople Board; and he would be glad if Lord Salisbury would favour him with a statement of his own views on this point, and also as to the suggestion of Dr. Dickson, that an Order in Council should be issued empowering Her Majesty's Consular authorities to apply the Indian Rules and penalties to British ships.

I am, &c.
(Signed) J. A. GODLEY.

No. 2.

Foreign Office to India Office.

Sir, *Foreign Office, July* 17, 1888.

I AM directed by the Marquis of Salisbury to acknowledge the receipt of your letter of the 4th instant, relative to the New Ottoman Pilgrim Traffic Regulations as drawn up by the Constantinople Board of Health, and I am directed by his Lordship to request you to submit to the Secretary of State for India the following observations on the subject.

Two questions are raised in Dr. Dickson's Report of the 2nd June, and the papers which accompany it, viz.:—

1. What Regulations shall be enforced on pilgrim vessels arriving at and departing from Turkish ports.

2. Before what Tribunal shall the penalties for the breach of such Regulations be imposed.

As regards the first question it appears to Lord Salisbury that there are excellent precedents of British legislation suitable for pilgrim vessels, and if it be decided to adopt British Regulations for British ships, the Indian Rules would probably be the best. It seems to his Lordship that great confusion would ensue if every foreign Power were to adopt its own Regulations; his Lordship thinks, therefore, that every effort should be made to secure the acceptance of a code of Regulations applicable to all foreign vessels engaged in the traffic, and (apart from the question of jurisdiction), the Règlement Général prepared by the Ottoman Board of Health might be a basis of arrangement.

As regards the second question, Lord Salisbury is strongly of opinion that the Règlement Général, when finally completed, should not be applicable as Turkish law to foreign vessels, but should be the model of identic Regulations to be promulgated by each country and enforced through its Consular Courts on its own ships and its own subjects, in concert with the Ottoman Board of Health.

Thus the law would be the same for all, whilst foreigners would have the advantage and security of having it applied to them by their own Tribunals. In his Lordship's opinion it would be highly impolitic to give legal jurisdiction to the Ottoman Board of Health, or to any derivative body, to enforce the penalties imposed by the General Regulations.

If the Secretary of State for India concurs in the above views, Lord Salisbury thinks that the Règlement should be submitted to the Board of Trade for their criticisms on its provisions, apart from the question of jurisdiction. They would have to consider how far the proposed Regulations may clash with the British Imperial laws, applicable to the carriage of passengers and to the law in force at the British ports, Indian and Colonial, at which the pilgrims may be landed on their return voyages.

Lord Salisbury would be glad to be favoured with the opinion of the Secretary of State for India on the above observations and suggestions.

I am, &c.
(Signed) JAMES FERGUSSON.

No. 3.

India Office to Foreign Office.—(Received August 6.)

Sir,

India Office, August 3, 1888.

IN reply to your letter of the 17th ultimo, I am directed by the Secretary of State for India in Council to inform you that Viscount Cross entirely agrees with the views of the Marquis of Salisbury on the subject of the Pilgrim Traffic Regulations, as expressed in that letter.

His Lordship doubts, however, whether, in view of past correspondence with the foreign Powers interested in the traffic, it will be found practicable to secure the adoption of a uniform Code of Regulations. But the desired object will be substantially attained if an agreement regarding their Rules can be arrived at between the British and the Turkish Governments.

It is assumed that Lord Salisbury will now refer the draft Rules for the criticisms of the Board of Trade. With this view two printed copies of the Rules are inclosed for convenient reference.

I have, &c.
(Signed) J. A. GODLEY.

No. 4.

Sir W. White to the Marquis of Salisbury.—(Received October 12.)

(Commercial.)
(Telegraphic.)

Constantinople, October 12, 1889.

YOUR Lordship's telegram of 7th instant.

Board of Health adopted Rule as to space last May, and Regulations are now in force in Turkey; they were sent by me to Consuls and Governor interested including Bombay on receipt of your Lordship's despatch No. 45 of 29th May.

No. 5.

The Marquis of Salisbury to Sir H. Rumbold.

(No. 1. Commercial.)
Sir,

Foreign Office, January 29, 1890.

I HAVE had under my consideration, in consultation with the Secretary of State for India in Council, your despatches Nos. 88 and 89, Commercial, of the 19th and 21st ultimo respectively, on the subject of the Ottoman Pilgrim Traffic Regulations.

It appears that the Netherland Ministers consider that the draft Regulations proceed from a wrong basis, and should be referred back to Constantinople with a view to their being recast as an exclusively Ottoman Code.

It does not, however, seem to Her Majesty's Government that there is any necessity for such a step, the Regulations never having been regarded in any other light than as exclusively Ottoman in their scope and application, although the important object has been, and is being aimed at, of bringing about, as far as possible, an agreement among the Regulations of the different Powers interested in the pilgrim traffic. I have to request you to explain this view to the Netherland Ministers, and to express the hope that they will be willing to discuss with you the points at issue, so that the least possible further delay may occur in the final settlement of the Rules.

With regard to the objections to the Regulations formulated at Constantinople made by the Netherland Delegate at the Sanitary Council on the 14th May last, it is to be observed that the objection to Article 3 will probably be considered to be met by the fact pointed out above, that only Ottoman ships will be affected by any of the provisions of the Regulations in which other Powers do not concur.

As to Articles 15 and 16, it may be concluded that the acceptance in May last by the Ottoman Board of Health of the views of the Government of India with regard to the space to be allowed per head on board ship, will have satisfied the Netherland Govern-

ment on that point. Should this appear to be the case, there will remain outstanding only the question of the infliction of penalties for offences committed outside Ottoman jurisdiction.

I am, &c.
(Signed) SALISBURY.

No. 6.

Sir H. Rumbold to the Marquis of Salisbury.—(Received February 13.)

(No. 7. Commercial. Confidential.)
My Lord,

The Hague, February 11, 1890.

I CALLED yesterday at the Ministry for Foreign Affairs by appointment, and had a long interview with M. Hartsen, on the subject of the Ottoman Pilgrim Traffic Regulations.

The impression left upon me by this interview is that there is little chance of the discussion of the question here leading to any practical result, a very marked divergence apparently existing between the views respectively held by Her Majesty's Government and the Netherland Government on the subject of the character, and more especially the application of the Regulations in question. To this point, however, I shall presently have to return.

I went *seriatim* with M. Hartsen through the different Articles of the draft Regulations.

As regards Article 3, which is the first that gave rise to objection, I again explained to his Excellency that, in the opinion of Her Majesty's Government, the Regulations being exclusively Ottoman in their scope and application, only Ottoman ships would be affected by it, as by any of the provisions of the Regulations in which other Powers did not concur.

M. Hartsen could not, as I shall later on more fully explain, subscribe to the view that only Ottoman ships would be affected by this Article, and, at first, maintained the exception which was originally taken to the Article by the Dutch Delegate to the Constantinople Board of Health on the ground that the obligation imposed on captains of vessels about to embark pilgrims to notify such intention to the local authorities three days beforehand, would bear too hardly on mail steamers charged with a regular postal service. After some further discussion, however, his Excellency admitted that the objections offered to this Article might not prove insuperable.

As regards Articles 15 and 16, which were the next to call for remark, his Excellency was satisfied with the explanation I had been charged to give him that the views of the Government of India with regard to the space to be allowed per head on board ship, which views are in conformity with those of the Netherland Government, whose East India passenger traffic Regulations are very similar to ours, had been accepted in May last by the Ottoman Board of Health.

When, however, we reached the Articles dealing with the infliction of penalties for infractions of the Regulations, the divergence of views before referred to soon manifested itself. I began by suggesting that, as regarded the very important point of the infliction of penalties for offences committed outside Ottoman jurisdiction, respecting which I believed both our Governments to be agreed in principle, the Articles 25, 31, 34, and 35, to which objection was taken, might perhaps be modified by the addition of a few words clearly stating that the penalties to be applied could not be inflicted in respect of infractions to the Regulations committed outside Ottoman jurisdiction. This, I took care to add, was entirely a personal suggestion of my own. The proposal seemed to commend itself to M. Hartsen, but, before we proceeded further, he observed that the real difficulty appeared to him to reside in the question of which would be the competent Tribunal that should have to judge infractions committed by non-Turkish subjects. According to the views held by Her Majesty's Government, which had been confidentially communicated by Sir Philip Currie to the Netherland Chargé d'Affaires in October 1888, the only jurisdiction that could be recognized in the matter, as regards British subjects, was that of the British Consular authorities, it being held that British subjects could not in this respect be held amenable to the authority of Turkish officials or of the Constantinople Board of Health. Now, as regarded Turkish officials, the theory of Her Majesty's Government appeared to him sound, and consonant with the well-known principles of the Capitulations; but, as regarded the Constantinople Board of Health and its

employés, the question seemed to him quite different. The Constantinople Board of Health was essentially an international, and in no way a Turkish, institution. It was especially fitted to take cognizance of the offences in question, and he confessed that he would much prefer to see those offences dealt with by that body rather than by any Consular authority. The decisions of the Board might be fairly expected to be more impartial than those of Consuls who could not but be more or less biassed in favour of vessels bearing their flags. There was considerable danger, he thought, of the interests of justice suffering in many cases, by leaving it exclusively to Consular jurisdiction to deal with these offences. As at present advised, therefore, he could not look at the question from the same point of view as Her Majesty's Government.

Your Lordship will perceive that M. Hartsen takes up exactly the same ground as his Delegate at Constantinople, who was here a short time ago, and who has no doubt made his views well known at the Foreign Office here. M. Hartsen has also some difficulty in subscribing to the view that the Regulations are exclusively Ottoman in their scope and application, inasmuch as he presumes that all pilgrim ships, of whatever nationality, touching in Ottoman ports must be affected by them.

In reply, I stated it as my belief that Her Majesty's Government would not be disposed to give up the point of Consular jurisdiction. I by no means, I said, felt competent to discuss, even if I were called upon to do so, the advantages of such a jurisdiction over that of the Ottoman Board of Health, which his Excellency preferred; but, looking back to my experience, when employed many years ago at Her Majesty's Embassy at Constantinople, I would go so far as to say that I did not think that the latter body offered any absolute guarantee that its decisions, or more correctly those of its agents, would be more even-handed than those of the respective foreign Consular authorities. Even the Board itself, from the very fact of its being international, was amenable to a variety of influences, some of which, certainly as regarded their bearing on British interests, were not altogether friendly. I would venture, however, to throw out a suggestion, namely, that in the event of its being decided to leave jurisdiction, in cases of infractions of the Regulations by non-Turkish subjects, to the Board of Health, the Consul of the offending party should always attend for the purpose of watching the case.

M. Hartsen seemed to think that some compromise of this kind might meet the difficulty. I said that I would lose no time in giving your Lordship an account of our conversation.

I have, &c.
(Signed) HORACE RUMBOLD.

No. 7.

The Marquis of Salisbury to Sir H. Rumbold.

(No. 4. Commercial.)
Sir, *Foreign Office, February* 28, 1890.

I HAVE received your despatch No. 7, Commercial, of the 11th instant, and have to request you to thank the Netherland Minister for Foreign Affairs for the attention which has been given to the considerations which you have ably laid before him respecting the Regulations bearing on the Mahommedan pilgrim traffic.

The intention with regard to the Ottoman Regulations drafted by the Board of Health at Constantinople was, in the opinion of Her Majesty's Government, that the Powers interested should each amend their Regulations so as to make them as nearly as possible identic with the Ottoman Regulations, which have in fact been elaborated by their Delegates at the Board. But, the negotiations making way but slowly, an erroneous impression has at times prevailed that the Constantinople draft Regulations are, in some sense, international and intended to be binding on the Powers. This was not the intention, at least not that of Her Majesty's Government, who contemplated that foreign ships and subjects would be bound, out of Ottoman territory, by their own enactments only, and in Ottoman territory by the Ottoman Regulations in so far only as they may each consent to be bound to any further extent. As the Porte does not appear to be disposed to insist on any provision seriously objected to by the Powers, it would be well to bring about the removal or amendment of any Article of the Ottoman draft Regulations which cannot be accepted by any one of the Powers as a model for its own corresponding enactment.

The Netherland Government object to Article 3, providing that a ship-master

must give notice three days beforehand of his intention to ship pilgrims. The Netherland mail steamers, which carry a comparatively small number of pilgrims, cannot, it appears, abide by this Article. This objection might, presumably, be removed by amending the Article by excepting from it ships not engaged in the pilgrim traffic as their principal business. The exception might, for instance, extend to ships the number of whose pilgrim passengers falls below a certain fixed proportion of their total capacity for passengers travelling with European accommodation. This would be, in the opinion of Her Majesty's Government, preferable to leaving an Article in the Ottoman Regulations which a Power interested in the question to such an extent as the Netherland is unwilling to reproduce in its own Regulations.

In the matter of jurisdiction there appears to be a divergence of views between Her Majesty's Government and the Cabinet of the Hague; but it is to be hoped that fuller explanations of the views held by Her Majesty's Government may remove it. The Netherland Delegate at Constantinople objected to the Ottoman Regulations purporting to deal with offences committed by foreign subjects outside Ottoman territory. But this objection is needless when it is clearly understood that the Ottoman Regulations are to be enacted as an Ottoman Law pure and simple. The offences in question will be punishable in the manner provided by each Power in its own enactment, which Her Majesty's Government hopes will in substance be precisely similar to the Ottoman Law.

Infractions of the Ottoman Regulations (when they become Ottoman Law) committed by foreigners within Ottoman territory will, in the opinion of Her Majesty's Government, be treated, as regards jurisdiction, precisely in the same manner as infractions so committed against any other Ottoman Law. But this question will not arise in practice, because the offence, being also an offence against the corresponding foreign Law, will be justiciable, owing to extra-territoriality, in the Consular Court of the offender.

Her Majesty's Government observe that the Netherland Minister for Foreign Affairs is inclined to give jurisdiction over offences against the Regulations (which will be, as regards the Netherland, offences against both Ottoman and Dutch law) to the Constantinople Board of Health as being, in a sence, an "International Board," and that there are consequently not the same objections to placing foreign subjects under its jurisdiction as there are to placing them under the jurisdiction of Ottoman authorities. But Her Majesty's Government do not hold this view of the Board's status. In 1884, during a cholera panic at Constantinople, the Sultan appointed a number of Ottoman members, in order no doubt to outvote the Consular members, some of whom questioned the legality of the Sultan's action; but Her Majesty's Ambassador was instructed "to consistently oppose every attempt to render the Sanitary Board at Constantinople independent of the Porte," which it would be in practice if it were really international.

Moreover, the Board is primarily an administrative body, whose members do not necessarily possess legal education, and are not necessarily accustomed to judicial procedure, or to weighing evidence, and are thus presumably unfitted to administer justice. But the Netherland and other Governments have, in the opinion of Her Majesty's Government, complete liberty of action in this matter, and are not precluded from giving the Board jurisdiction over their respective ships and subjects if they so choose and the Porte consent.

Her Majesty's Government would, however, regret, on general grounds, that the enactment of the proposed Ottoman and corresponding foreign Regulations should involve any change in existing jurisdictional arrangements in Turkey, and they are not prepared to make a change as regards British ships and subjects.

I have to instruct you to make a communication, in the form which you may think most advisable, to the Netherland Minister for Foreign Affairs in the sense of this despatch.

I am, &c.
(Signed) SALISBURY.

No. 8.

Sir H. Rumbold to the Marquis of Salisbury.—(*Received May* 31.)

(No. 23. Commercial.)

My Lord, *The Hague, May* 30, 1890.

I HAVE the honour to inclose the copy of a note which I have received from the Minister for Foreign Affairs in reply to the communication I addressed to him on the 3rd March last, in the terms of your Lordship's despatch No. 4, Commercial, of the 28th February last, on the subject of the draft Regulations for the pilgrim traffic, drawn up by the Board of Health at Constantinople.

From the inclosed document your Lordship will perceive that the Netherland Government maintain their objections to the draft Regulations in question, on the ground that they contain prescriptions which would be applicable to the vessels of all nations in other but Turkish ports. Such prescriptions, according to them, are beyond the competence of the Turkish authorities, or of the Constantinople Board of Health, and could only be drawn up under some international agreement. No amendments to be introduced into the Regulations, could, in the opinion of the Netherland Government, remedy this fundamental defect; and, under these circumstances, they deem it best to withhold their sanction from the rules as drawn up.

I have, &c.
(Signed) HORACE RUMBOLD.

Inclosure in No. 8.

M. Hartsen to Sir H. Rumbold.

M. le Ministre, *La Haye, le* 29 *Mai*, 1890.

EN me référant à votre office du 3 Mars dernier, j'ai l'honneur de vous faire connaître que le Gouvernement du Roi a réclamé contre le projet de Règlement Général applicable aux navires faisant le transport des pèlerins Musulmans, élaboré à Constantinople, parce que ce projet contient dans toutes ses parties des dispositions notoirement applicables aux navires de toutes les nations en dehors des ports Turcs. Or, de telles dispositions ne peuvent émaner de la Turquie, ni du Conseil Sanitaire, mais seulement d'une entente internationale.

Dans votre office précité cette faute principale du projet est passée sous silence; aussi le contenu de cette dépêche n'a-t-il pas pu changer les vues du Gouvernement du Roi sous ce rapport.

L'objection principale du Gouvernement Néerlandais ne peut être détruite en introduisant quelques amendements au dit projet, parce qu'il faudrait remanier le Règlement en entier s'il s'agissait de ne l'appliquer qu'aux navires Turcs ainsi qu'à d'autres navires se trouvant dans des ports Turcs.

En somme, le Gouvernement du Roi croit devoir s'abstenir, d'autant plus qu'il lui semble peu probable que l'idée de faire un Règlement Turc soit sympathique au Conseil Sanitaire, qui a eu évidemment pour but de faire un Règlement applicable aussi en dehors des ports Turcs, et à des navires d'une autre nationalité que la Turquie.

Veuillez, &c.
(Signé) HARTSEN.

No. 9.

India Office to Foreign Office.—(*Received July* 9.)

Sir, *India Office, Whitehall, July* 9, 1890.

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter dated the 31st May, from which it appears that the Netherland Minister for Foreign Affairs maintains his objection to the draft Turkish Pilgrim Traffic Regulations as they now stand, on the ground that he considers some of the provisions to be of an international character and scope.

Two alternative courses seem to be now open for consideration: either to proceed with the final formulation of the present draft Rules, notwithstanding the objection of the Netherland Government, or to allow these Rules, as a Turkish Code, to drop

altogether, and to submit to the several interested Powers the scheme of an International Agreement for the regulation of the pilgrim traffic.

I am to request that, in laying the correspondence before the Marquis of Salisbury, you will inform his Lordship that Viscount Cross will be glad to learn what course he considers it will be most expedient to pursue under the present circumstances.

I have, &c.
(Signed) J. A. GODLEY.

No. 10.

The Marquis of Salisbury to Mr. Fane.

(No. 101. Commercial.)

Sir, *Foreign Office, July* 12, 1890.

WITH reference to my despatch No. 84, Commercial, of the 31st May last to Sir William White, I inclose, for your information, a copy of a letter from the India Office,* suggesting certain alternative action with regard to the Pilgrim Traffic Regulations; and I should be glad to be favoured with any observations you may desire to offer thereon.

I am, &c.
(Signed) SALISBURY.

No. 11.

Sir W. White to the Marquis of Salisbury.—(*Received August* 8.)

(No. 142. Commercial.)

My Lord, *Therapia, July* 29, 1890.

UPON the receipt of your Lordship's despatch No. 101, Commercial, of the 12th instant, the letter inclosed from the India Office suggesting certain alternative action with regard to the Pilgrim Traffic Regulations was submitted by Mr. Fane to Dr. Dickson for any observations he might desire to offer thereon.

I have now the honour to inclose copy of a despatch which I have received from Dr. Dickson offering remarks with a view to facilitate a solution of the question, and giving his opinion that an international Agreement would exert a salutary pressure on the Porte which it would not be able to resist, and which would probably secure the objects aimed at in the Pilgrim Traffic Regulations.

I have, &c.
(Signed) W. A. WHITE.

Inclosure in No. 11.

Dr. Dickson to Mr. Fane.

Sir, *Constantinople, July* 27, 1890.

I HAVE the honour to acknowledge the receipt of your despatch of the 17th instant inclosing a copy of a communication addressed by the India Office to the Under-Secretary of State for Foreign Affairs on the 9th instant, and requesting to have Lord Salisbury's opinion as to whether his Lordship considered it more expedient to proceed with the completion of the present Turkish draft Rules applicable to the Mecca pilgrim traffic, or allow them to drop, and submit to the interested Powers a scheme of an International Agreement for the regulation of this traffic.

To facilitate the solution of this question, I beg to offer the following remark.

Both the Constantinople International Sanitary Conference of 1866 and that of Vienna of 1874, recommended that the Native Passenger Ships Act of the Indian Government should be applied to ships of every nationality, and in every port, when engaged in the Mecca pilgrim traffic. Hence, the idea entertained by those two Commissions was that the Pilgrim Traffic Regulations should have the character of an international instrument.

* No. 9.

When I requested the Constantinople Board of Health to adopt the British Indian Act, or frame Rules in harmony with it, the Board assented to it on the understanding that the Rules would be carried out by all the Powers interested in the pilgrim traffic, and that the Ottoman Sanitary authorities would apply them to pilgrim ships of every nationality in Turkish ports. The Regulations drawn up by the Constantinople Board of Health were, however, defective, because they did not specify the Tribunal that would have to adjudicate and punish infractions committed against them. The Turkish authorities intended by this omission that the culprits should be judged and punished by the Ottoman Sanitary officers who applied the Regulations. I resisted, however, this pretension, and maintained that neither the Constantinople Board of Health nor the Ottoman Sanitary officers possessed any judicial attributes, and that as long as no special Tribunal was designated for such cases and recognized by Her Majesty's Government, none but British Consular authorities could deal with cases in which British ships were concerned. Sir H. Layard, Her Majesty's Ambassador, however, instructed the Porte, in 1880, to apply its Pilgrim Traffic Regulations to British shipping, and the result was that all the British pilgrim-laden ships that arrived at Jedda from India, after this injunction, were fined by the Ottoman Sanitary officers. I was absent from Constantinople at the time, but, on my return, I remonstrated with the Sanitary authorities on the illegality of enforcing Rules upon British ships before they had been accepted by Her Majesty's Government, and before timely warning had been given to shipping of their application, and I am happy to add that I succeeded in getting all the fines returned and cancelled. From that period up to the present moment the Turkish Pilgrim Traffic Regulations, notwithstanding the late amendments introduced in them, have remained in abeyance, with the exception of those specially provided for carrying out quarantine at Camaran.

Whether the Pilgrim Traffic Regulations be framed as a Turkish, an Anglo-Turkish, or an International Law, care should be taken that the Tribunal which is to adjudicate and punish infractions in Turkey, be constituted in accordance with the Capitulations, and be independent of native official influence. Turkey, as a Mahommedan State, and the Sultan, as the Representative of the Prophet, are bound not to deviate from the laws and principles set forth in the Koran. All enactments not enjoined by the Koran, excepting international engagements, are considered as temporary measures, subject to the will of the reigning Monarch, or made with a view of cajoling foreigners. It should not be forgotten, moreover, that Turkish Judges have salaries assigned to them, which are not regularly paid—if paid at all—and are therefore compelled to resort to other means for a living.

An International Agreement would exert a salutary pressure on the Porte, and which it could not resist, and which would probably secure the objects aimed at in the Pilgrim Traffic Regulations.

I have, &c.
(Signed) E. D. DICKSON.

No. 12.

Foreign Office to Colonial Office.

Sir, *Foreign Office, August* 26, 1890.

I AM directed by the Marquis of Salisbury to state to you, for the information of Lord Knutsford, that efforts have of recent years been made to place all ships carrying pilgrims to the Mahommedan holy places under identic or similar Regulations. It is hoped that the Powers interested will enact Regulations based on "The Indian Native Passenger Ships Act of 1887," and it is possible that it will be sufficient, as regards British ships, to give Her Majesty's Consuls in the Ottoman and Persian Gulf ports power to deal with ships coming into the waters of those ports, and, consequently, within British Consular jurisdiction, over-crowded or in a condition which is in other respects at variance with the British Regulations that may be adopted for the pilgrim traffic.

But in the meantime, I am to inquire whether any legislation exists in the Straits Settlements, Ceylon, the Cape, or Natal regulating the amount of space per head on board, the amount of water, &c., in the case of ships carrying pilgrims, as is done by the above-mentioned Indian Act, copy of which is inclosed.

I am, &c.
(Signed) JAMES FERGUSSON.

No. 13.

Foreign Office to Board of Trade.

Sir, *Foreign Office, August* 30, 1890.

I AM directed by the Marquis of Salisbury to state to you, for the information of the Board of Trade, that efforts have been made during the last few years to induce the Powers interested by the carriage of pilgrims to and from the Mahommedan holy places to put the ships engaged in this traffic under identic or similar Regulations. The Indian Native Passengers Act of 1887 formed a suitable basis for legislation, and the Ottoman Board of Health, at which the foreign Powers are represented by Delegates, has, after long delays, finished the drafting of a set of Regulations founded on that Act, and has adopted the views of the Indian Government in regard to the space to be allowed per head on board. A copy of the draft Regulations was inclosed in the letter from this Department of the 9th August, 1888.

A divergence of opinion exists among the members of the Ottoman Board of Health as the authority that should enforce the Regulations. The Netherland Government incline to give jurisdiction to the Ottoman Board of Health, and desire, moreover, that the Regulations should form the subject of an International Agreement. The views of Her Majesty's Government on the subject of jurisdiction—the most important of the points on which no agreement has been come to at Constantinople—are stated at length in the inclosed draft to Her Majesty's Minister at the Hague; and the Board will perceive, from the accompanying copy of a letter to the India Office, the grounds upon which Lord Salisbury is adverse to make permanent any set of Regulations by attaching them to an International Agreement.

In these circumstances, I am to request you to move their Lordships to favour Lord Salisbury with their opinion on the proposal to enact the substance of the Constantinople draft, or such modification thereof as may be deemed advisable by the Board, as British Regulations, and with their opinion as to the manner in which this should be done. It may be said that the substance of the Regulations is already enforced in part by the fact that the Indian Native Passenger Ships Act above referred to prevents ships leaving Indian ports unless they fulfil certain specified requirements. Similar enactments may have been adopted in Singapore, and possibly in other British Colonies. But provision should, it is presumed, be made for the enforcement of proper Regulations after the pilgrim ships have left British Indian or Colonial waters, and on board British ships embarking pilgrim passengers in foreign ports. It is possible that the case would be sufficiently met by giving Her Majesty's Consular Officers in Ottoman ports and ports in the Persian Gulf power to deal with ships coming into the waters of those ports, and consequently within British Consular jurisdiction, overcrowded or in a condition which is in other respects at variance with the British Regulations which may be adopted for the pilgrim traffic. It is possible that, should this view be correct, the necessary measures could be put into operation by means of an Order in Council.

Copies of correspondence, together with the India Native Passengers Act of 1887, are herewith inclosed for the more complete information of the Board of Trade; and a statement of their views on this subject is requested at your early convenience.

I am, &c.
(Signed) JAMES FERGUSSON.

No. 14.

Foreign Office to India Office.

Sir, *Foreign Office, August* 30, 1890.

I AM directed by the Marquis of Salisbury to state to you, for the information of the Secretary of State for India in Council, that his Lordship has had under consideration your letter of the 9th ultimo and the despatch, copy of which is inclosed, from Her Majesty's Ambassador at Constantinople, respecting the present aspect of the proposals for placing all ships engaged in the Mahommedan pilgrim traffic under identic or similar Regulations.

The more important papers in the case appear to be the following:—

1. Sir W. White's No. 78, Commercial, of the 7th June, 1888, inclosing the Constantinople draft Regulations, sent to India Office on the 19th June, 1888.

2. Telegram from Her Majesty's Ambassador at Constantinople of the 12th October, 1889, reporting that the Ottoman Board of Health accept the views of the Indian Government as to the amount of space to be allowed per head on board, sent to India Office on the 15th October, 1889.

3. Foreign Office letter to India Office of the 17th July, 1888, recording the opinion of Her Majesty's Government that the Regulations should, as regards British ships, be enacted and enforced as British Regulations.

4. The reply to the above letter from the India Office of the 3rd August, 1888, expressing a doubt of the possibility of ever obtaining absolute identity in the Regulations of all the Powers interested.

5. The correspondence with the Netherlands terminating with Sir H. Rumbold's despatch No. 23, Commercial, of the 30th May last, sent to the India Office on the 31st of that month.

The Netherland note, inclosed in the last-mentioned despatch, states that the British note on the subject was silent respecting the principal objection raised by the Netherlands to the Constantinople draft, namely, that it purported to legislate for foreign ships outside Ottoman waters. But the despatch from this Office of the 28th February last, the substance of which was embodied in Sir H. Rumbold's note to the Netherland Government, explained clearly that in the opinion of Her Majesty's Government, the Constantinople draft must be looked upon as the draft of an Ottoman Law pure and simple, and that it was contemplated by Her Majesty's Government that each Power should, as regards its own ships, enact the substance of the Constantinople draft by domestic legislation; that each Power should itself determine how its Regulations should be enforced; and that Great Britain, for her part, intended to enforce them through British jurisdiction, and not through any international or Ottoman authority.

It appears to Lord Salisbury that the opinion as to the impossibility of obtaining identic Regulations, suggested in your letter of the 3rd August, 1888, has been amply justified by the length of time which it has taken to prepare the Constantinople draft Regulations, by the fact that wide divergencies of opinion still exist as to the authority that should enforce the Regulations, and by the very unsatisfactory termination of the recent correspondence with the Netherlands. Lord Salisbury is of opinion that it would, in these circumstances, be extremely difficult, if not impossible, to obtain an International Agreement respecting the Regulations; he is further of opinion that it would not be advisable to make any particular set of Regulations permanent by attaching them to such an Agreement. That course would make it next to impossible to introduce any modification into the Rules which experience might show to be required, for the reason that every amendment would have to be accepted unanimously by the Signatory Powers.

Lord Salisbury would, therefore, propose that the substance of the Constantinople draft, or such modification thereof as may be deemed advisable, should be embodied in a British enactment enforcible by British jurisdiction.

Should this proposal meet with the concurrence of Viscount Cross, with that of the Board of Trade, and with that of the Colonial Office (in connection with pilgrim ships sailing from Ceylon, the Cape, Natal, and Singapore), Lord Salisbury would inform the Powers interested in the pilgrim traffic of the action intended by Her Majesty's Government, and would invite them to take similar action in regard to ships sailing under their respective flags.

I am, &c.
(Signed) JAMES FERGUSSON.

No. 15.

The Marquis of Salisbury to Sir W. White.

(No. 112. Commercial.)

Sir, *Foreign Office, August* 30, 1890.

I HAVE had under my consideration your Excellency's despatch No. 142, Commercial, of the 29th ultimo, and the letter, copy of which is inclosed, from the India Office,* on the present aspect of the Pilgrim Traffic Regulations.

I am disposed to think that it would not be advisable to make permanent any particular set of Regulations by attaching them to an international Agreement, and I have therefore proposed to the India Office and to the Board of Trade that the

* No. 9.

substance of the draft Regulations prepared at Constantinople, or such modification thereof as may be deemed advisable, should be enacted as British Regulations. Copies of the letters to the India Office and to the Board of Trade are inclosed,* for your Excellency's information. The proposal thus made is consonant with the suggestion put forward in the concluding paragraph of Dr. Dickson's Report, inclosed in your Excellency's despatch No. 78, Commercial, of the 7th June, 1888.

I should be glad to receive your Excellency's observations on the course proposed to be taken. You will perceive that I contemplate inviting the other Powers interested to take similar action in regard to ships sailing under their respective flags.

I am, &c.
(Signed) SALISBURY.

No. 16.

India Office to Foreign Office.—(Received September 30.)

Sir, *India Office, September* 29, 1890.

I AM directed by the Secretary of State for India in Council to acknowledge the receipt of your letter, dated the 30th August, in which the Marquis of Salisbury objects to the proposal of an international arrangement for the regulation of the pilgrim traffic in the East, and proposes that the substance of the draft Turkish Rules shall be embodied in a British enactment enforceable by British jurisdiction. If this proposal be accepted, Lord Salisbury will invite the other interested Powers to take similar action in regard to ships sailing under their respective flags.

Although an international Agreement would, if possible, have appeared to Viscount Cross to be the best solution of the difficulty, his Lordship is not prepared to dissent from the course proposed to be taken by Lord Salisbury; and he will now await information of the result of the references to be made to the Board of Trade and the Colonial Office and to foreign Governments.

I have, &c.
(Signed) HORACE WALPOLE.

No. 17.

Colonial Office to Foreign Office.—(Received September 30.)

Sir, *Downing Street, September* 29, 1890.

WITH reference to your letter of the 26th ultimo, I am directed by Lord Knutsford to transmit to you, to be laid before the Marquis of Salisbury, copies of correspondence between this Department, the India Office, Mr. Ellis, and the Straits Settlements Government in regard to the assimilation of the Pilgrim Traffic Regulations of that Colony to those of India, and in regard to the revision of the Ottoman Pilgrim Traffic Regulations.

Lord Salisbury will learn from this correspondence what is the state of the law on the subject in the Straits Settlements, and also what are the views of the Colonial Government on the proposed Ottoman Regulations. I am to add that Sir C. Smith's despatch of the 22nd November, 1888, was communicated to the India Office, and that no further letter on the subject has been received from that Department.

Lord Knutsford is not aware of any special legislation on the subject of pilgrim traffic in Ceylon, the Cape, or Natal, and I am to observe that, practically, the Colony of the Straits Settlements is the only British Colony interested in this traffic.

I am to inclose a copy of the Straits Ordinance VI of 1874, referred to in the Governor's despatch of the 22nd November, 1888, together with copy of Ordinance XIII of 1888 amending that Ordinance.

I am, &c.
(Signed) EDWARD WINGFIELD.

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* Nos. 13 and 14.

Inclosure 1 in No. 17.

Governor Sir F. Weld to Sir H. Holland.

Sir, *Government House, Singapore, March* 31, 1887.

IN reply to your despatch of the 20th January last, I have the honour to inform you that this Government objects to the adoption here of the Rules of the Indian Government regulating the pilgrim traffic to and from the Red Sea, as there would be great risk of this traffic being thereby driven away from ships under the British flag, and legislation on the subject would be likely to give rise to much opposition on this account.

2. I inclose, for your information, copies of the Minutes which were before the Executive Council, and a further Minute from the Master Attendant.

I have, &c.

(Signed) FRED. A. WELD.

Inclosure 2 in No. 17.

Minute by the Acting Master Attendant, Singapore.

Colonial Secretary,

THESE Rules are more or less carried out in this Colony when Hajee passengers go to Jeddah. I inclose a copy of our Rules to masters.

The Hajees find their own provisions, in fact, most of them take sufficient for the pilgrimage. We always see that the vessel has some rice on board in case of any breakdown.

Every vessel must have a fresh water condenser worked independent of the main boilers, which is tested as to the quantity that can be made in twenty-four hours, and the water tested by the surveying officer.

Whatever medicines the medical officer in charge requires he is supplied with, and disinfectants in large quantities.

Hospital accommodation is provided for on the main deck.

It is the duty of the Surveyor to see that the vessel is well and properly ventilated for the number of passengers she is likely to carry before a licence is granted.

Latrines and cooking ranges are supplied according to the number of passengers carried.

The upper or main deck is never measured for the accommodation of passengers; the whole of it is reserved for exercise space for between deck passengers.

Regarding the equipment of boats, anchors, and cables, &c., these are specially provided for under the Steam-vessels Survey Ordinance.

The forms of certificate enumerated in the Indian Rules, with the exception of Nos. 4 and 5, are not required by this Government.

The space for the accommodation of passengers on the between deck in accordance with Ordinance VI of 1874 shall be 9 superficial feet and 54 cubic feet for each adult. The Indian Rules do not say what they allow; perhaps the Attorney-General can say how far we can comply with the Indian Rules without having to repeal or amend our passenger Ordinances.

(Signed) E. BRADBERY.

October 22, 1886.

Inclosure 3 in No. 17.

Minute by the Principal Civil Medical Officer.

Colonial Secretary,

I HAVE read these Rules over carefully, and find that only some of them are in force in this Colony.

Rule (A). *Regarding Provisions, Fuel, and Water.*—This Rule need not be carried out, as pilgrims provide themselves with food. Fuel and water are supplied by the vessel. Paragraph 15 of our port Regulations provides sufficiently in case of a breakdown or any other disaster. The officer authorized to survey the ship should see that each pilgrim has a sufficient quantity of food to last him the whole voyage before the vessel starts.

Rule (B) 15. *Supply of Medicines.*—This is generally carried out, but should be insisted on. Paragraph 11 of our port Regulations only provides for disinfectants and a few useful drugs. I am of opinion that certificates 1 and 2 of Rule 16 should be enforced.

Hospital Accommodation.—In most of the pilgrim ships no suitable hospital accommodation is provided, the patients being kept with the other passengers. In cases of contagious or infectious diseases, the patient is either kept apart on deck or in a boat, or put into one of the cabins, a highly objectionable plan, as the cabin is made use of almost directly after the patient is removed. Every ship ought to carry sufficient material to erect a temporary hospital in case of any contagious or infectious disease making its appearance.

Sanitary Regulations, 38.—This ought to be enforced. In all the pilgrim vessels that I have had occasion to quarantine, no such arrangement has been observed.

(D) 40. *Rules regarding the licensing and appointment of Medical Officers.*—This cannot be carried out, as there is no medical school in the Colony. The medical officer in charge of the ship should hold a diploma from one of the Indian colleges at least. Some of the medical officers now in charge of pilgrim ships are little better than compounders, and very ignorant.

Forms 4, 6, 7, 8, 9, and 10, I think are very necessary. Forms 2 and 3 cannot be carried out in this Colony.

I would recommend that a Government medical officer be appointed to visit each ship previous to its departure with pilgrims, and make an official inspection with the officer authorized to survey the ship.

The opinion of the Attorney-General might be asked with advantage as to how far we, as a Colony, are able to conform with the Rules of the Indian Government.

(Signed) T. IRVINE ROWELL, M.D.

October 26, 1886.

Inclosure 4 in No. 17.

Minute by the Attorney-General, Singapore.

Colonial Secretary,

THE legal requirements in the case of these native passenger ships are to be found in Indian Acts 21 of 1858 and 25 of 1859, and Ordinance VI of 1874. The Indian Rules could not be enforced without fresh legislation to give them validity. The Indian Government assert that it would be very convenient, and attended by satisfactory results, if their Rules were adopted by this Colony (see despatch to the Earl of Kimberley of the 31st July, 1886, paragraph 5), but they give no reasons for their opinion. It must be remembered that there is a considerable difference in the circumstances of the pilgrim traffic from India and of that from the Straits. In the former case the passengers are natives of India sailing from Indian ports. In the latter case the pilgrims are for the most part Dutch subjects, who take passage from here as being a convenient terminus, and the possible result of the introduction of stringent Rules here might be to drive the traffic away from this port to other ports. Dutch or German steamers not being hampered by our Regulations might undertake the business of carrying them direct from Java and other places, and the business of this port might suffer. But as to this, the Master Attendant might be able to speak with greater authority.

I do not know whether there have been any complaints of the insufficiency of our present Regulations, but if not I should hesitate to advise the Government to undertake fresh legislation, merely for the purpose of introducing a theoretical uniformity.

(Signed) J. W. BONSER.

November 4, 1886.

Inclosure 5 in No. 17.

Minute by the Acting Master Attendant, Singapore.

Colonial Secretary,

I HAVE been unable to obtain actual figures to show the very great falling-off in the number of Hadji passengers who have left this port for Jeddah during the last ten years.

2. I have made personal inquiries of Mr. Syed Mohamed Alsagoff, an Arab merchant, who has for many years carried in vessels chartered by him the bulk of these passengers, and of other European firms, and am told that the trade has decreased quite two-thirds during the last ten years, which is also the opinion I have formed from my observations, it having been my special duty to measure and inspect vessels which have carried Hadjis from this port during the above time.

Of the number which arrive at this port to go to Jeddah seven-eighths, I should think, are Dutch subjects; the remainder come from the Malay States. In my opinion, not 1 per cent. are British subjects.

Formerly, great numbers from the Dutch possessions came to Singapore on their way to Jeddah, but this custom is dying out, as steamers now leave from ports in Java direct to Jeddah.

It is impossible for me to explain or give reasons for this great falling-off in the Hadji trade. It may be that the Rules in force here are more stringent than those of the Dutch; a saving in the passage money from ports in Java instead of coming to Singapore may be another reason. The fact still remains that the very large trade once carried on at this port has now almost entirely disappeared.

The following figures show the full number of passengers allowed by licence from Singapore and Penang: several of the vessels had not the full complement of passengers leaving Penang for Jeddah:—

	Hadjis.
1883	3,740
1884	5,488
1885	5,150
1886	3,128

To carry out the Indian Rules in their entirety would, in my opinion, drive the Hadji trade from this port altogether.

These Rules may act well enough in India, where the majority of the pilgrims are British subjects, but the circumstances in this respect are very different here.

(Signed) E. BRADBERY.

March 17, 1887.

Inclosure 6 in No. 17.

Colonial Office to India Office.

Sir,

Downing Street, May 13, 1887.

WITH reference to the letter from this Department of the 12th February last, I am directed by Secretary Sir H. Holland to transmit to you, to be laid before Viscount Cross, copy of a despatch from the Governor of the Straits Settlements respecting the proposed assimilation of the Straits Settlements Pilgrim Traffic Regulations to those of the Indian Government.

Sir Henry Holland would be glad to know in what particulars the variation in the Regulations has been found inconvenient beyond the matter referred to in the last paragraph but one of the second inclosure in the letter from the Foreign Office to the India Office of the 1st February, 1886 (which accompanied your letter of the 13th September last), viz., the want of uniformity in the bills of health. I am to observe that that difficulty appears to have been already met by Sir F. Weld's despatch of the 30th September last, inclosed in the letter from this Department of the 15th November.

I am, &c.

(Signed) JOHN BRAMSTON.

Inclosure 7 in No. 17.

India Office to Colonial Office.

Sir,

India Office, July 18, 1888.

WITH reference to the inquiry in your letter of the 13th May, 1887, as to the suggestion of the Government of India that the Pilgrim Traffic Regulations of the Straits Settlements should be assimilated to their own, I am directed by the Secretary of State for India in Council to forward herewith a copy of a despatch on the subject which has been received from the Government of India.

It will be seen that the Governor-General of India in Council no longer presses for the assimilation of the Straits Pilgrim Rules to those adopted for India. The suggestion made in my letter of the 13th September, 1886, may therefore be allowed to drop.

I have, &c.

(Signed) J. A. GODLEY.

Inclosure 8 in No. 17.

The Governor-General of India in Council to Viscount Cross.

My Lord,

Simla, June 2, 1888.

WE have the honour to acknowledge the receipt of your Lordship's despatches noted in the margin,* requesting to be informed of any practical inconveniences which gave occasion for our suggestion, that the Straits Settlements Regulations for the pilgrim traffic should be assimilated to those of India.

2. In reply, we beg leave to state that, in recommending uniform Rules for India and the Straits Settlements, we adopted the suggestion made by Dr. Dickson in his letter dated the 24th January, 1886, to the Address of Sir W. A. White, a copy of which accompanied Lord Kimberley's despatch dated the 4th March following. As no practical inconveniences have been brought to our notice, we do not press for any uniformity in the Rules in question.

We have, &c.

(Signed) DUFFERIN.
G. CHESNEY.
A. R. SCOBLE.
C. U. AITCHISON.
C. A. ELLIOTT.
J. WESTLAND.

Inclosure 9 in No. 17.

India Office to Colonial Office.

Sir,

India Office, September 25, 1888.

I AM directed by the Secretary of State for India in Council to forward herewith a printed copy of correspondence, including a draft of the proposed revised Ottoman Pilgrim Traffic Regulations, and I am to request that you will be so good as to refer these draft Rules, should the Secretary of State for the Colonies have no objection, for any remarks or suggestions which Captain Ellis, late Harbour-master of Singapore, might have to offer.

I have, &c.

(Signed) HORACE WALPOLE.

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* No. 62, June 2, 1887; No. 18, February 29, 1888.

Inclosure 10 in No. 17.

Viscount Cross to the Governor-General of India in Council.

My Lord, *India Office, July 5, 1888.*

IN continuation of my despatch dated the 10th November, 1887, to which no reply has yet been received, I now forward a copy of a letter from the Foreign Office, dated the 19th June, 1888, and inclosures, together with the reply thereto, on the subject of the revision of the Ottoman Pilgrim Traffic Regulations.

2. I shall be glad to hear whether your Excellency in Council proposes, with reference to certain provisions in these Rules, any corresponding revision of your own legislation.

I have, &c.
(Signed) CROSS.

Inclosure 11 in No. 17.

Foreign Office to India Office.

Sir, *Foreign Office, June 19, 1888.*

I AM directed by the Marquis of Salisbury to transmit herewith, for the consideration of the Secretary of State for India in Council, copy of a despatch from Her Majesty's Ambassador at Constantinople, inclosing copies of the proposed new Ottoman Pilgrim Traffic Regulations, together with a copy of a Report by Dr. Dickson on the subject.

I am, &c.
(Signed) JAMES FERGUSSON

Inclosure 12 in No. 17.

Sir W. White to the Marquis of Salisbury, June 7, 1888.

[See No. 1.]

Inclosure 13 in No. 17.

Dr. Dickson to Sir W. White, June 2, 1888.

[See Inclosure 1 in No. 1.]

Inclosure 14 in No. 17.

Règlement Général applicable aux Navires faisant le Transport des Pèlerins Mussulmans.

[See Inclosure 2 in No. 1.]

Inclosure 15 in No. 17.

Communication made by Dr. Dickson, British Delegate, at the Sitting of the Board of Health, February 21, 1888.

[See Inclosure 3 in No. 1.]

Inclosure 16 in No. 17.

India Office to Foreign Office, July 4, 1888.

[See No. 1*.]

Inclosure 17 in No. 17.

Mr. Ellis to Colonial Office.

Sir, *Terrace Lodge, Coolmore, Ballyshannon, County Donegal, Ireland, October 3, 1888.*

I HAVE the honour to acknowledge the receipt of your letter of the 1st October, 1888, inclosing letter from the India Office, as well as correspondence relating to the Ottoman Pilgrim Traffic Regulations, wherein I am requested by Lord Knutsford to furnish him with any observations I may have to offer.

In reply, I beg to state that I have carefully read over the draft of the proposed Regulations, as well as Dr. Dickson's comments upon them, and I in every way agree with that officer in his suggestions. It shows that he thoroughly understands how matters are worked by the Turkish authorities.

It is a well-known fact, that every obstacle is put in the way of British pilgrim ships, and the foreigners allowed to run clear.

The proposed Regulations are good, in fact, similar to those which have always been enforced in the Straits Settlements on vessels leaving and arriving with pilgrims from the Red Sea.

Indeed, the pilgrim has little to complain of in the present day. He is conveyed to Jeddah in a comfortable steamer, with a good supply of food and water, so different to the days of sailing-ships thirty years ago, when the voyage was nearly three times as long as the present, when they were crowded to excess. Now it is not so; steamship agents know it is to their interest to convey the passengers with as much comfort as possible, else the ship will not be able to get pilgrims to go in it. There are more ships ready for such employment all over the East than there are passengers to go by them. I know this is my experience during my service at Penang and Singapore for twenty-one years.

If the Turkish Government could see their way to allow ships proceeding from the Straits Settlements ports to go direct to Jeddah instead of calling at Camaran Islands, it would save a lot of unnecessary delay to the pilgrims. Why not allow the vessel to lay out any quarantine imposed at the port of destination, instead of at Camaran, which is some distance below Jeddah.

In conclusion, I beg to remark that I am always ready to give any suggestions or information in my power relating to pilgrim traffic. It is a matter in which I have always taken a great interest, and trust that what I have said upon this subject will meet with the approval of Lord Knutsford, the Secretary of State for the Colonies.

I have, &c.
(Signed) HENRY ELLIS,
Late Master Attendant, Straits Settlements.

Inclosure 18 in No. 17.

Governor Sir C. Smith to Lord Knutsford.

My Lord, *Government House, Singapore, November 22, 1888.*

I HAVE the honour to acknowledge the receipt of Sir Robert Herbert's despatch of the 12th October last, inclosing certain correspondence relating to the Ottoman Pilgrim Traffic Regulations.

2. The pilgrim trade of this Colony is carried out under the Rules laid down in Ordinance VI of 1874 and Indian Act 21 of 1858, the main difference between these enactments and the proposed Ottoman Pilgrim Traffic Regulations being those pointed out by Dr. Dickson, viz., greater space, a larger supply of fresh water, and the reckoning of a child as an adult. The space allowed under the proposed Ottoman Regulations is 16 feet superficial against 9 feet under the present Rules.

Such a change will no doubt raise the rate of passage money to a considerable extent, as a vessel now measured to contain 600 will be able to take only 337 passengers.

I am, however, of opinion that 9 feet superficial per person is not sufficient for long passages. It will be remembered that the space allotted to emigrants from the United Kingdom is 15 feet superficial, and that to Indian coolies travelling between British India and Mauritius and the West Indies 12 feet superficial.

3. I concur with the Regulations proposed as to water; the ration for English emigrants is three quarts per diem, excluding water for cooking. Under the Regulations, the allowance will be 4·4 quarts.

4. I concur also with the Regulation reckoning a child as an adult, and I consider that the affixing in conspicuous places of a scale of rations and water is judicious. It might be useful that the scale should be in the native different languages.

5. I should point out to your Lordship that Articles 5 and 6 will interfere with the custom of this port, by making it compulsory upon the ship to provide provisions, whereas it has been the practice here for all pilgrims to find their own provisions, fuel and water being found by the vessel. According to section 18 of Indian Act 21 of 1858, it is optional for passengers to supply their own provisions.

6. It would be advisable that ample notice should be given before these Regulations are put in force. As previously stated, the rate of passage will be considerably raised, and as pilgrims do not take return passages, any finding themselves at Mecca when the Regulations come into operation might not have the means to return.

Even as matters stand such is frequently the case, and pilgrims are compelled to enter into long labour contracts to work in Johor and elsewhere in these regions.

7. I inclose a list of the vessels, with the number of passengers by each, that shipped from Singapore to Jeddah during the last pilgrim season, from which your Lordship will observe that eleven English, two German, and one Italian vessel were employed in the traffic. Of the English vessels nine belonged to the Peninsular and Oriental Steam-ship Company (Limited), and sailed viâ Bombay. Pilgrims proceeding by these vessels would not come under the proposed Regulations until they reached Bombay, but, on the other hand, they would accomplish part of their journey at a cheaper rate.

9. I have not touched upon the question of the Tribunal before which offences against the proposed Regulations are to be tried, as the matter has been already fully reported on by Dr. Dickson; but I concur with that gentleman's views as to the importance in the interests of British shipping of there being some recognized and responsible Tribunal to deal with infractions of the Regulations.

I have, &c.

(Signed) CECIL C. SMITH.

Inclosure 19 in No. 17.

NAMES of British Ships which took Hadji Passengers from Singapore to Jeddah in the Year 1888.

Date.	Vessel's Name.	Company.	Number of Passengers.	Remarks.
1888.				
Apr. 6 ..	S.S. "Stentor" ..	Ocean Steam-ship Company	626	Viâ Penang.
„ 12 ..	„ "Kashgar" ..	Peninsular and Oriental ..	609	Viâ Bombay.
„ 25 ..	„ "Thibet" ..	Ditto	121	Ditto.
„ 28 ..	„ "Laju" ..	.. .. ..	146	Viâ Penang.
„ 30 ..	„ "Venetia" ..	Peninsular and Oriental ..	153	Viâ Bombay
May 5 ..	„ "Tanjore" ..	Ditto	100	Ditto.
„ 10 ..	„ "Lombardy" ..	Ditto	176	Ditto
„ 18 ..	„ "Khiva" ..	Ditto	74	Ditto.
June 16 ..	„ "Thibet" ..	Ditto	82	Ditto.
„ 25 ..	„ "Venetia" ..	Ditto	48	Ditto.
July 2 ..	„ "Teheran" ..	Ditto	54	Ditto.

By Foreign Vessels.

Date.	Vessel's Name.	Company.	Number of Passengers.	Remarks.
1888.				
Apr. 16 ..	S.S. "Stura" (Italian) ..	.. ..	511	Viâ Penang.
May 7 ..	„ "Pemptos" (German)	.. ..	738	Ditto.
July 13 ..	„ "China" (German) ..	.. ..	225	Ditto.
	Total	.. ..	3,6[illegible]	

(Signed) C. Q. G. CRAUFURD, *Master Attendant.*

Inclosure 20 in No. 17.

STRAITS SETTLEMENTS.

Ordinance No. VI of 1874.

An Ordinance for the Regulation of Passenger Ships.

[*5th October*, 1874.]

(Signed) ANDREW CLARKE,
Governor and Commander-in-chief.

WHEREAS it is expedient to make better provision for the regulation of passenger ships;

It is hereby enacted by the Governor of the Straits Settlements, with the advice and consent of the Legislative Council thereof, as follows:—

PART I.—*General.*

What ships to be passenger ships.

1. Every ship arriving at, or departing from, any of the ports of the Colony on a voyage from or to any port or place without the Colony, and carrying more than thirty passengers, except as provided by Part III for local passenger ships, shall be deemed to be a passenger ship within the meaning of this Ordinance.

Exemption.

2. Nothing in this Ordinance contained shall be held to apply to any vessel of war, transport, or hired ship in the service of Her Majesty or of any foreign State, nor to any ship under contract to Her Majesty or any such foreign State for the conveyance of public mails.

Native States.

3. The ships of native Princes or States in the neighbourhood of the Straits Settlements shall not be entitled to such exemption, unless the native Prince or State shall have been recognized for the purpose by an Order of the Governor in Council.

Passengers to be landed at three ports only.

4. No passengers under this Ordinance shall be landed at, or shipped from, any place in the Colony other than the three ports as defined in the Harbours Ordinance, 1872, or such other places as may be prescribed from time to time by the Governor in Council.

Boats in tow.

5. No open boat in tow of any ship shall be allowed to carry passengers whilst so being towed, except in case of accidents.

Harbour-master may board and examine ships. Penalty, &c.

6. The Harbour-master at any of the ports may, personally or by an officer of his Department, duly authorized thereto by the Governor, enter on board any passenger ship and local passenger ship under this Ordinance, and may examine the ship and the accommodation provided for passengers, and may inspect and count the passengers, and may order the detention of any ship in which any of the provisions of this Ordinance, or of any law in force in the Colony relating to passenger ships, are infringed, pending adjudication by law thereon; and any person hindering such Harbour-master or officer in the execution of the duties herein prescribed shall be liable to a penalty not exceeding 100 dollars, and the master or owner of any ship so ordered to be detained leaving the port without permission from the Harbour-master, who is hereby authorized to refuse a port clearance for such ship, shall be liable to a penalty not exceeding 500 dollars.

Passenger ships between and at the ports in the Colony.

7. Passenger ships arriving at a port in the Colony and continuing the voyage to another port or ports in the Colony, and passenger ships departing from a port in the Colony and touching at another port or ports of the Colony, shall be subject to the

several provisions of this Ordinance, so far as the same may be applicable, during such continued voyage or during such voyage between, and when at, any of the ports in the Colony.

Proviso.

Provided that no fresh survey fee shall be payable in any case where a ship already surveyed at one port in the Colony touches at another port in the course of the same voyage.

Bonds under Ordinance VI of 1870.

8. The bonds required by the Ordinance No. VI of 1870 to be countersigned by the British Consular authority at the port of discharge in the Red Sea or Persian Gulf may be countersigned by the Consular authority of any civilized Government in amity with Her Majesty the Queen.

Part II.—*Accommodation of Passengers.*

9. The following conditions as to the accommodation of passengers, whether departing from, or arriving at, the Colony in passenger ships, shall be observed:—

Space Required.

Space between decks.

(1.) The space appropriated to the passengers between decks shall be properly ventilated, and shall contain at the least 9 superficial and 54 cubical feet of space for every adult on board, that is to say, for every passenger above 12 years of age, and for every two passengers between the ages of 1 and 12 years.

Female passengers.

(2.) The accommodation for female passengers between decks shall be separate from that provided for male passengers.

Space on deck.

(3.) A space of 4 superficial feet per adult shall be left clear on the upper deck for the use of the passengers.

Sick bay and latrines.

(4.) A reasonable space shall be set apart properly divided and fitted up as a sick bay; and sufficient latrines, both as to condition and number, shall be provided in suitable parts of the ship.

Deck Passengers.

Deck passengers.

10. Deck passengers may be carried under the following conditions, within the limits of the Straits of Malacca, that is to say, from Junk Ceylon to Singapore on the one side, and from Acheen to Anjer on the other side of the said Straits, and from or to any port in the Colony to or from any port or place on the north coast of Java.

Awnings.

(1.) A suitable awning with screens shall be provided on deck, sufficient for the protection of the passengers from the sun and from rain.

Space.

(2.) The space appropriated to such deck passengers shall contain at the least 16 superficial feet for every adult, that is to say, for every passenger above 12 years of age, and for every two passengers between the ages of 1 and 12 years.

How reckoned.

(3.) In case deck passengers shall be carried in addition to other passengers for whom accommodation between decks shall be provided, the space to be appropriated for deck passengers shall be reckoned exclusively of the space of 4 superficial feet per adult required to be left clear on the upper deck for the use of such other passengers.

Beyond the above limits.

No deck passengers shall be carried on any voyage beyond the limits above set out, unless there be space reserved under deck of not less than 9 superficial and 54 cubical feet for each and every adult passenger, that is to say, every passenger above 12 years of age, and for every two passengers between the age of 1 and 12 years, to the use of which space the passengers shall be entitled throughout the voyage.

Proviso.

Provided always that it shall be lawful for the Governor in Council, from time to time, to pass Orders in Council permitting passengers to be carried on deck to and from places without the above limits, and to regulate the times during which such passengers may be carried, and the precautions to be taken for their convenience and safety.

Part III.—*Local Passenger Ships.*

Passengers between the ports in the Colony.

11. Ships plying between the ports of the Colony, and to or from any of the ports in the Colony from or to any place on the coast of the Malayan Peninsula to the southward of the 9th degree of north latitude, and on the east coast of the Island of Sumatra, carrying more than ten passengers, or carrying passengers in a proportion greater than one passenger for every 10 tons net register of the ship, are herein called "local passenger ships."

Governor in Council may make Rules and Orders.

It shall be lawful for the Governor in Council, from time to time, to frame Rules and Orders for regulating the number of passengers to be carried by such local passenger ships, and the accommodation to be provided for such passengers, and the precautions to be taken for securing their convenience and safety, with reference, in all the above cases, to the nature and probable duration of the contemplated voyage.

List of passengers to be delivered on arrival.

12. The master of every such ship on arriving at any port in the Settlement shall forthwith deliver to, or cause to be delivered to, the Harbour-master a correct statement of the number of the passengers brought in his ship, signed by himself or by some person authorized by the owners to sign such documents.

Part IV.—*Penalties.*

Penalties.

13. For offences under this Ordinance the following penalties may be imposed on the master or owner or agent of any passenger ship or local passenger ship convicted, that is to say:—

(1.) For every offence under section 4, a penalty not exceeding 100 dollars, and 10 dollars for every passenger landed contrary to the provisions of the section.

(2.) For every offence against section 5, a penalty not exceeding 500 dollars, and 10 dollars for every passenger carried contrary to the provisions of the section.

(3.) For every offence under sections 9 and 10, a penalty not exceeding 100 dollars, and a further penalty not exceeding 10 dollars for every passenger beyond the number for whom accommodation existed in the ship as required by law.

(4.) For every offence against the provisions of any Rule or Order under section 11, a penalty not exceeding 100 dollars.

(5.) For every offence under section 12 a penalty not exceeding 100 dollars.

Part V.—*Procedure.*

Offences where triable.

14. All offences under the Imperial Act, "The Chinese Passenger Ships Act, 1855," triable in this Colony, and all offences under this Ordinance, may be tried before a Court of Quarter Sessions or two Magistrates.

Jurisdiction.

15. For the purpose of the adjudication of penalties under this Ordinance, any offence shall be deemed to have been committed within the jurisdiction of the Court at the place where the offender is found.

Complaints to be by Harbour-master.

16. The penalties to which masters, owners, or agents of ships are liable by this Ordinance, shall be enforced only by complaint made at the instance of the Harbour-master of the port.

Penalties recoverable from ship in certain cases.

17. If the person directed to pay any penalty under this Ordinance is the owner of a ship, or the agent of such owner, and the penalty is not paid at the time, and in the manner prescribed by the order of payment, the Magistrate may, in addition to the means prescribed by law for enforcing payment direct by warrant, the amount, or the amount remaining unpaid, to be levied by distress and sale of the said ship, her tackle, furniture, and apparel, or of so much thereof as may be necessary. Provided always, that if it shall be made to appear to the Court or Magistrates before whom a master of a ship has been convicted under this Ordinance, that such master has acted by the orders, or with the knowledge or consent of the owner of the ship, or of the agent of such owner, and the penalty is not paid, the same may be recoverable in the manner pointed out in this Ordinance for the recovery of penalties against the owner of a ship.

Reports to be made by certain officers,

18. The Surveying Officer under the Indian Acts XXI of 1858, and XXV of 1859, and under the Ordinance No. XIV of 1868, at any port within the Colony at which any such passenger ship, or any local passenger ship shall touch or arrive, shall report to the Harbour-master of the port any particulars which he may deem important, under the provisions of this Ordinance, respecting the ship and the passengers conveyed therein, who shall forward the same to the officer of the port from which the ship commenced her voyage, and also to the officer at any other port of the Colony where the passengers or any of them embarked, or where the ship touched, or is intended to touch at or to go to.

and forwarded to other Settlements.

Copies of certain proceedings made evidence.

19. In any proceedings for the adjudication of penalties under this Ordinance, a copy of the proceedings of any Court of Justice or Naval Court, or Consular Court, duly authenticated by the seal of such Court of Justice or Naval Court, or Consular Court, and any document purporting to be a Report of such particulars as are referred to in the last preceding section, and also any copy of any list delivered by the master

of any passenger ship under section 12 of this Ordinance, shall be received in evidence, if the same appears to have been officially transmitted to any officer of Government at any Settlement in the Colony.

Rule for numbering passengers.

20. For the purpose of penalties under this Ordinance, every person ascertained to have been on board a ship as a passenger at any time since her departure from her last port or place on the voyage to a Settlement in the Colony shall be counted as a passenger on the arrival of the ship at the Settlement, whether such person shall be on board or not when the ship is examined on such arrival.

Penalties may be applied by way of compensation.

21. Magistrates imposing any penalties under this Ordinance may, if they think fit, direct the whole or any part thereof to be applied in compensation to any person for any wrong or damage which he may have sustained by, or from, the act or default in respect of which such penalty is imposed, or in, or towards, payment of the expenses of the proceedings.

Interpretation.

Interpretation.

22. The following words and expressions as used in this Ordinance shall have the meanings herein assigned, that is to say:

The word "ship" shall include every description of vessel used in navigation not propelled by oars.

"Master" shall include every person other than a pilot having command of or charge of a ship.

"Steam-vessel" shall mean a steam-vessel capable of being propelled by machinery alone at an average speed of at least 5 miles an hour.

"Consul" shall include Consul-General, Consul, Vice-Consul, and Consular Agent.

"Harbour-master" and "Harbour-master of the Port" shall include the Master Attendant, Harbour-masters, and Assistant Master Attendant and Assistant Harbour-masters at the several Settlements.

Repeal.

Repeals.

23. So much of sections 10 and 19 of the Indian Act XXI of 1858, and so much of section 2 of the Indian Act XXV of 1859 as relates to the number of passengers which may be carried to and from the ports of the Colony and the accommodation to be provided for such passengers, and sections 9 and 10 of the Ordinance No. XIV of 1868, are hereby repealed.

Short title.

24. This Ordinance may be cited as "The Passenger Ships Ordinance, 1874."

Passed this 5th day of October, 1874.

(Signed) A. M. SKINNER,
Acting Clerk of Councils.

Inclosure 21 in No. 17.

STRAITS SETTLEMENTS.

Ordinance No. XIII of 1888.

An Ordinance to further Amend "The Passenger Ships Ordinance, 1874."

(L.S.) CECIL C. SMITH,
Governor and Commander-in-chief.

[*12th December*, 1888.]

WHEREAS it is expedient to further amend "The Passenger Ships Ordinance, 1874":

It is hereby enacted by the Governor of the Straits Settlements, with the advice and consent of the Legislative Council thereof, as follows:—

Short title.

1. This Ordinance may be cited as "The Passenger Ships Ordinance Amendment Ordinance, 1888," and shall be read as one with "The Passenger Ships Ordinance, 1874," and with Ordinance No. XII of 1885, intituled "An Ordinance to amend the Passenger Ships Ordinance, 1874," and the said Ordinances and this Ordinance may be cited together as "The Passenger Ships Ordinances, 1874 to 1888."

Commencement.

2. This Ordinance shall come into operation on a day to be fixed by the Governor in Council.

Chief Port Officer may send on ship-wrecked passengers if master of the ship fail to do so.

3. If any passenger of a local passenger ship shall without any neglect or default of his own find himself within any port or place of or in the Colony not being the port or place for which the ship was originally bound, the Chief Port Officer of the Settlement may forward such passenger to his intended destination unless the master of such ship shall within forty-eight hours of the arrival of such passenger give to the Chief Port Officer of the Settlement a written undertaking to forward or carry on within six weeks thereafter such passenger to his original destination, and unless such master shall accordingly forward or carry him on within that period.

Expenses incurred under last preceding section to be a debt due to the Crown.

4. All expenses incurred under the last preceding section by, or by the authority of, such Chief Port Officer, including the cost of maintaining the passenger until forwarded to his destination, and of all necessary bedding provisions and stores, shall become a debt to Her Majesty from the owner, charterer, and master of such ship, and shall be recoverable from them, or any one or more of them accordingly, as in the case of other Crown debts.

Procedure.

5. (1.) A certificate in the form in the Schedule, or as near thereto as the circumstances admit, purporting to be under the hand of any such Chief Port Officer, stating the total amount of such expenses, shall in any suit or other proceeding for the recovery of such debt be received in evidence without proof of the handwriting or of the official character of such Chief Port Officer, and shall be deemed sufficient evidence of the amount of such expenses, and that the same were duly incurred, nor shall it be necessary to adduce on behalf of Her Majesty any other evidence in support of the claim, but judgment shall pass for the Crown with costs of suit unless the defendant shall plead and duly prove that such certificate is false or fraudulent, or shall specially plead and prove any facts showing that such expenses were not duly incurred under the provisions of this Ordinance.

(2.) Provided that in no case shall a larger sum be recovered on account of such expenses than a sum equal to twice the total amount of passage money received or due to and recoverable by or on account of the owner, charterer, or master of such ship or any of them for or in respect of the whole number of passengers who may have embarked in such ship, which total amount of passage money shall be proved by the defendant if he will have the advantage of this limitation of the debt.

Ordinance not to apply to passengers to whom Imperial Act is applicable. 26 & 27 Vict., cap. 51.

6. Nothing in this Ordinance shall apply to any passenger to whom the provisions of section 15 of "The Imperial Passengers Act Amendment Act, 1863," are applicable.

Passed this 12th day of December, 1888.

(Signed) FRED. G. PENNEY,
Acting Clerk of Councils.

No. 18.

Sir W. White to the Marquis of Salisbury.—(*Received October* 3.)

(No. 186. Commercial.)

My Lord, *Therapia, September* 25, 1890.

I HAVE the honour to acknowledge the receipt of your Lordship's No. 112, Commercial, of the 30th ultimo, dealing with the present aspect of the Pilgrim Traffic Regulations, and beg now to transmit copy of a Report, drawn up by my instructions by Dr. Dickson, to whom I had communicated your Lordship's despatch, and inclosing a Statement compiled from the archives of the Ottoman Health Department, giving the number and nationality of the pilgrim-carrying ships that have gone to Jeddah from 1880-89, as well as the number of pilgrims landed there by them during those ten years.

I venture to recommend to your Lordship's favourable consideration Dr. Dickson's suggestion, that he should be allowed to see the draft Regulations drawn up before they are enacted into a law.

I have, &c.
(Signed) W. A. WHITE.

Inclosure 1 in No. 18.

Dr. Dickson to Sir W. White.

Sir, *Constantinople, September 21, 1890.*

I HAVE the honour to acknowledge the receipt of Lord Salisbury's despatch, addressed to your Excellency on the 30th August, on the question of the Pilgrim Traffic Regulations.

I cannot but highly appreciate, as far as my knowledge and experience go, his Lordship's proposal, that the draft Regulations drawn up by the Constantinople Board of Health, amended so as to suit British legislation, should be adopted as a British Law, and applied, as regards British ships and subjects, by Her Majesty's Judicial and Consular authorities in India, in British Colonies, and at Ottoman and Persian ports.

The inclosed Statement which I have caused to be drawn up from the archives of the Ottoman Health Department gives the number and nationality of the pilgrim-carrying ships that have gone to Jeddah from 1880 to 1889, and shows also the number of pilgrims landed there by them during those ten years. It will, I hope, enable the Marquis of Salisbury to form a just estimate of the relative importance of the pilgrim traffic in respect of the various nationalities engaged in it. It will be seen from this Statement that the number of ships engaged in that traffic during that period were—

		Pilgrims.
5	German ships carrying	2,946
480	English "	204,704
104	Austrian "	27,784
1	Belgian "	1,179
24	French "	11,232
108	Dutch "	13,753
33	Italian "	13,765
91	Ottoman "	22,004
296	Egyptian "	85,234
5	Russian "	2,856
2	Norwegian "	429
33	Zanzibar "	12,073
1,182	ships.	398,029

Exclusive of 15,882 pilgrims brought there by an unknown number of coasting craft, and besides those landed at Yambo.

I take the liberty of respectfully suggesting that should his Lordship's proposals be carried out by Her Majesty's Government, I might be allowed to look at the draft Regulations drawn up before they are enacted into a Law, in order that, if necessary, I could call your Excellency's attention to any part of them that would be likely to meet with obstacles in its application at an Ottoman port.

I have, &c.
(Signed) E. D. DICKSON.

Inclosure 2 in No. 18.

NOMBRE des Navires par Pavillon, et Nombre des Pèlerins débarqués à Djeddah depuis l'année 1880 à 1888-89 (1297 à 1306 de l'Hégire).

Nations des Navires arrivés.		1880 (Hégire 1297).		1881-82 (Hégire 1298).		1882-83 (Hégire 1299).		1883-84 (Hégire 1300).		1884-85 (Hégire 1301).		1885-86 (Hégire 1302).		1886-87 (Hégire 1304).		1887-88 (Hégire 1305).		1888-89 (Hégire 1306).		Total général.	
		Nombre de Navires.	Nombre des Pèlerins.	Nombre de Navires.	Nombre des Pèlerins.	Nombre de Navires.	Nombre des Pèlerins.	Nombre de Navires.	Nombre des Pèlerins.	Nombre de Navires.	Nombre des Pèlerins.	Nombre de Navires.	Nombre des Pèlerins.	Nombre de Navires.	Nombre des Pèlerins.	Nombre de Navires.	Nombre des Pèlerins.	Nombre de Navires.	Nombre des Pèlerins.	Nombre de Navires.	Nombre des Pèlerins.
Allemand (Vapeur)	—	...	...	...	...	...	...	1	400	1	799	...	...	...	...	...	...	1	656	5	2,946
Anglais (Vapeur)	—	60	59,361	...	16,388	...	15,922	49	21,856	45	17,169	25	20,000	20	20,000	20	20,000	39	28,980	480	204,704
" (Voilier)	—	...	...	...	...	...	...	6	2,928	1	615	1	1,000	1	1,000	1	1,000	2	1,856	13	7,784
Autrichien (Vapeur)	—	8	2,998	...	1,534	...	2,993	9	4,344	9	3,569	5	3,000	5	3,000	5	3,000	11	3,573	104	27,784
Belge (Vapeur)	—	1	...	1	1,179	...	...	...	...	...	...	...	...	...	...	...	...	...	...	1	1,179
Français (Vapeur)	—	7	4,376	...	671	1	2,993	4	1,644	4	1,644	2	1,000	2	1,000	2	1,000	18	1,684	84	15,232
Hollandais (Vapeur)	—	1	542	...	160	1	2,993	1	1,392	3	1,392	2	1,000	2	1,000	2	1,000	...	...	108	10,748
Italien (Vapeur)	—	10	3,648	...	...	...	...	1	840	1	840	1	1,000	1	1,000	1	1,000	3	1,288	33	13,765
Ottoman (Vapeur)	—	6	2,747	...	1,534	1	2,993	5	2,734	5	2,734	3	2,000	3	2,000	3	2,000	8	2,993	91	21,993
" (Voilier)	—	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	...	6	856
Egyptien (Vapeur)	—	33	11,969	12	5,366	6	5,986	11	5,706	11	5,706	6	4,000	6	4,000	6	4,000	31	10,458	296	85,234
Russe (Vapeur)	—	1	450	1	170	1	2,993	2	1,000	2	1,000	1	1,000	1	1,000	1	1,000	...	...	5	2,856
Norvégien (Vapeur)	—	...	...	...	...	...	...	1	1,000	1	1,000	1	1,000	1	1,000	1	1,000	1	1,000	2	429
Zanzibarien	—	3	450	1	1,467	1	2,993	3	1,500	2	1,500	2	1,000	2	1,000	2	1,000	3	1,573	33	12,073
Par navires de différents points de la Mer Rouge	—	130	54,947	95	24,853	86	54,587	110	49,611	117	34,974	75	40,000	75	40,000	75	40,000	120	45,386	1,482	598,029
	Tekna	—	60,659	—	27,746	—	56,573	120	48,754	31,157	—	—	—	—	—	—	—	—	41,648	439,011
	Schiaqs à Yambo	—	—	—	—	—	—	—	3,856	—	—	—	—	—	—	—	—	—	3,966	15,018
	Totaux	—	—	—	—	—	—	—	52,610	—	—	—	—	—	—	—	—	—	45,614	454,029

Constantinople, le 8 (20) Septembre, 1890.

No. 19.

Board of Trade to Foreign Office.—(Received November 4.)

Sir, *Board of Trade, London, November* 1, 1890.

I AM directed by the Board of Trade to acknowledge the receipt of your letter of the 30th August, transmitting copies of the Indian Native Passengers Act and draft of new Ottoman Pilgrim Traffic Regulations, and requesting to be favoured with their opinion on the proposal to enact the substance of the Constantinople draft, or some modification thereof, as British Regulations, and as to the manner in which this should be done.

In reply, I am to state, for the information of the Marquis of Salisbury, that the Board of Trade concur in his Lordship's views that it would be expedient to render any set of such Regulations permanent by attaching them to an International Agreement, and that the Regulations affecting British ships, while framed as far as possible in accordance with the draft Regulations prepared by the Ottoman Board of Health, should be neither international nor Ottoman, but British, and should be enforced in Ottoman ports by British authority, viz., by British Consular Courts.

I am to add that, if it should be found practicable to give effect to these proposals by means of an Order in Council, the Board of Trade would see no objection to the adoption of that course.

I have, &c.
(Signed) HENRY G. CALCRAFT.

Minutes by Mr. Warburton and Sir J. Fergusson.

This is the present position of the Pilgrim Traffic Regulations question:—

The Ottoman Board of Health, at which the foreign Powers are represented, after long delays finally drafted a set of Regulations founded on the Indian Native Passengers Act, adopting the views of the Indian Government in regard to the very important point as to the space to be allowed per head on board.

A divergence of opinion, however, existed as to the authority that should enforce the Regulations, the Netherlands Government wishing to give jurisdiction to the Ottoman Board, and desiring also to give the Regulations the force of an International Agreement. To this proposal we could not consent. The Netherlands Government also objected to certain of the Regulations, and showed themselves altogether impracticable.

As it appeared impossible to obtain the adoption of identic Regulations by all the Powers interested, and as the Ottoman Regulations appeared to be unobjectionable, we proposed to the India Office, the Colonial Office, and the Board of Trade that their substance should be embodied in a British enactment enforceable by British jurisdiction.* If our proposal should be agreed to by the three Departments, Lord Salisbury would invite the other interested Powers to take similar action in regard to ships sailing under their respective flags.

The India Office did not dissent from the course proposed,† but said they would await the result of the references to the Board of Trade and the Colonial Office, and to foreign Governments.

The Colonial Office said that practically the Straits Settlements was the only Colony interested in the traffic, and that the Government of that Colony had already declined to adopt the Indian Rules, as there would be great risk of the traffic being thereby driven away from British ships, and legislation on the subject would be likely to give rise to much opposition. They also informed us that the Government of India had in 1888 intimated that they no longer pressed for the assimilation of the Straits Pilgrim Rules to those adopted in India.

We have been waiting for the Board of Trade answer, which has now come. They concur in our proposals, and say that if it should be found practicable to give effect to them by Order in Council, they see no objection to the adoption of that course.

I think that the only action necessary at present is to send to the India Office a copy of the Board of Trade letter, and of the Colonial Office answer of the 29th September (No. 17 of annexed print), with its inclosures, and suggest that they should

* August 30, 1890.

† India Office, September 29, 1890.

communicate with the Government of India and the Board of Trade as to the necessary steps to be taken. When this has been decided on we can, as proposed, communicate with the Powers interested.

J. W. W.

November 5, 1890.

This is the simplest course; and it will be seen by the print (p. 21) that the Government of India does not insist upon the concurrence of the Straits Government, as they are solicitous of the good treatment of their pilgrims.

The pilgrim traffic from the Straits (p. 20) is inconsiderable, 3,000 to 5,000 a-year.

But it occurs to me that we shall be in a poor position to ask the adoption by other Powers of the Regulations and jurisdiction which it is proposed to enact, if our Colony does not accept them, as on pp. 18, 19 they decline to do.

When I was at Bombay I knew of at least one bad case of a Singapore pilgrim steamer.

J. F.

November 5, 1890.

On further consideration it appears to me that it might be advisable to send the India Office and Board of Trade answers to the Colonial Office, and to suggest that, although the Straits Settlements may not wish to assimilate their Regulations to the Indian ones, and embody in them the Ottoman ones, they might wish their own to be made "enforceable by British jurisdiction" in Ottoman waters.

Shall we suggest this to the Colonial Office? If the Colony agrees, the difficulty pointed out by Sir J. Fergusson would be got over.

J. W. W.

Yes.—J. F.

No. 20.

Acting Consul Alban to the Marquis of Salisbury.—(Received October 6.)

(No. 45. Commercial.)

My Lord, *Alexandria, September* 27, 1890.

I HAVE the honour to forward herewith a copy of a despatch from Dr. Mackie, inclosing a copy of a Report from the Director of the quarantine station at Tor on the sanitary condition of the pilgrims brought by the Turkish steamer "Adana," and then leaving for Suez.

Among these pilgrims there were 113 deaths at Tor, of which 58 were from cholera, and Dr. Mackie remarks that a practical lesson might be drawn from a comparison between the condition of these pilgrims who embarked at Jeddah, and that of the Egyptians who went by land to Medina and thence to Yambo. Dr. Mackie suggests, if it were possible to do so, it would be as well to oblige all pilgrims going northward in time of epidemic to make a short land journey and embark at Yambo.

Dr. Mackie also incloses a telegram from Suez announcing the arrival of the steam-ship "Chihin" with 833 Egyptian pilgrims on board, who have finished their quarantine at Tor and Ras Mallap.

I have, &c.
(Signed) ARTHUR D. ALBAN.

Inclosure 1 in No. 20.

Dr. Mackie to Acting Consul Alban.

Sir, *Alexandria, September* 26, 1890.

I HAVE the honour to transmit a copy of a letter, dated 23rd instant, received from the Director of the quarantine station at Tor, giving details of the sanitary condition of the pilgrims brought by the Turkish steamer "Adana," and leaving for Suez bound to Trebizond.

This was a vessel on which cholera was severe, and the great mortality amongst

the pilgrims brought by it is remarkable. During their stay at Tor 113 died, viz., 58 from ordinary diseases, and 55 from cholera, out of 81 attacked. Twenty-three suffering from ordinary diseases remain in hospital at Tor, unable to proceed. The condition of these pilgrims, even when embarked at Jeddah, must have been very bad, and compares most unfavourably with the Egyptian pilgrims who went by land to Medina, thence to Yambo to embark. A practical lesson might be drawn from this if it were possible to enforce it: to oblige all the pilgrims going northward in time of epidemic to make a short land journey, and embark, say, at Yambo, instead of going direct to Jeddah and remaining collected there in masses.

I inclose also a telegram from Suez announcing the arrival there to-day of the steam-ship "Chibin" with 833 Egyptian pilgrims in good state, who have finished their quarantine at Tor and Ras Mallap.

The cholera amongst the pilgrims of the steam-ship "Adana" died out at Tor, as no case occurred from the 1st instant to the date of departure, the 26th, to-day.

It will be interesting to watch this vessel to the end of the voyage.

I have, &c.
(Signed) J. MACKIE.

Inclosure 2 in No. 20.

Communication faite à la Présidence du Conseil par M. le Directeur du Campement Quarantenaire de Tor.

M. le Président,

Tor, le 23 Septembre, 1890.

LE vapeur Ottoman "Adana" part aujourd'hui en état de quarantaine pour Suez avec 817 pèlerins provenant de Djeddah, qui ont escompté à Tor la quarantaine règlementaire de vingt jours dans deux campements différents, et qui ont subis une désinfection rigoureuse de leurs effets. Pendant leur séjour au campement, ils ont eu quatre-vingt-un cas de choléra, dont cinquante-cinq suivis de mort; le dernier cas de choléra a été constaté le 1er courant.

Il y a eu en outre cinquante-huit décès par maladies ordinaires.

Vingt-trois pèlerins ont été retenus à l'hôpital affectés par maladies ordinaires et trop faibles pour continuer leur voyage.

La destination du bateau est Trébizonde, et ses pèlerins sont tous de nationalité Turque.

Le bateau a été soumis à deux désinfections rigoureuses et distillé journellement l'eau pour l'usage du bord et des pèlerins; il est accompagné de deux gardiens Sanitaires qui l'escortent jusqu'à Port-Saïd.

Est arrivé le 21 courant le bateau Égyptien "Hodeïda" avec 560 pèlerins composant la caravane du Tapis Sacré provenant d'El-Wisch, tous en bonne santé.

Demain commencera la dernière désinfection des effets et baggages des bateaux "Numet-Huda" et "Damanhour."

La santé générale du campement est satisfaisante.

Veuillez, &c.
Le Directeur,
(Signé) DR. POLLAK.

Le Président,
(Signé) W. F. MIÉVILLE.
Alexandrie, le 26 Septembre, 1890.

Inclosure 3 in No. 20.

Communication faite à la Présidence du Conseil par M. le Directeur de l'Office Quarantenaire de Suez.

Suez, le 26 Septembre, 1890, 8·45 A.M.

VAPEUR "Chibin" arrivé de Ras-Mallap avec 833 pèlerins Égyptiens. A la visite médicale un nourrisson a été trouvé agonisant; il ne présentait pas le moindre symptôme suspect. Le restant des passagers jouissant santé parfaite ai accordé libre pratique.

Le Président,
(Signé) W. F. MIÉVILLE.

Alexandrie, le 26 Septembre, 1890.

No. 21.

Foreign Office to Board of Trade.

Sir, *Foreign Office, November 8*, 1890.

WITH reference to the letter from this Office of the 30th August, and your reply of the 1st instant, respecting the questions of the modification of Colonial and Indian Pilgrim Traffic Regulations, and of making them enforceable in Ottoman and Persian waters by British jurisdiction, I am directed by the Marquis of Salisbury to transmit to you, for the information of the Board of Trade, copies of correspondence, as marked in the margin,* relating to these matters.

I am, &c.
(Signed) JAMES FERGUSSON.

No. 22.

Foreign Office to Colonial Office.

Sir, *Foreign Office, November 8*, 1890.

IN your letter of the 29th September, respecting the question of the regulation of the pilgrim traffic in the East, you inclosed copies of correspondence between your Department and the Government of the Straits Settlements, and also the India Office, as showing that the Government of the Colony, the only one practically interested in the traffic, objected to assimilating their Rules to the Indian ones; and that the Government of India no longer pressed for such assimilation.

I am now directed by the Marquis of Salisbury to transmit to you, to be laid before the Secretary of State for the Colonies, copies of correspondence with the India Office and the Board of Trade relating to this question,† and to request that you will call his Lordship's attention to the suggestion contained in the letters from this Office to those Departments of the 30th August, that steps should be taken to make the Regulations that may eventually be adopted enforceable by British jurisdiction.

Lord Salisbury thinks it very desirable that, if such a course be adopted as regards the Indian Rules, it should be also adopted in the case of those of the Straits Settlements; and as it seems not improbable that the Colony, though objecting to assimilate their Rules to those of India, might wish to have the means of enforcing them in Ottoman and Persian waters, his Lordship would suggest that the Government of the Colony should be consulted on the subject.

A copy of this letter has been communicated to the India Office and Board of Trade.

I am, &c.
(Signed) JAMES FERGUSSON.

No. 23.

Foreign Office to India Office.

Sir, *Foreign Office, November 8*, 1890.

IN your letter of the 29th September, on the question of the regulation of the pilgrim traffic in the East, you say that Viscount Cross is not prepared to dissent from Lord Salisbury's proposal that the substance of the draft Ottoman Rules should be embodied in a British enactment enforceable by British jurisdiction, but that his Lordship would await information of the result of the references to the Board of Trade and the Colonial Office, and to foreign Governments.

I now inclose, by direction of Lord Salisbury, copies of the answers which have been received from the two Departments.‡

The Colonial Office point out that, practically, the Straits Settlements is the only Colony interested in the pilgrim traffic, and that its Government has declined to adopt the Rules of the Indian Government; also that the Government of India in 1888 no longer pressed for the assimilation of the Straits Rules to those in force in India.

* Nos. 12, 14, 16, 17, 22, and 23. † Nos. 13, 14, 16, 19, 21, and 23.
‡ Nos. 17 and 19.

The Board of Trade concur in Lord Salisbury's proposals, and say that if it should be found practicable to give effect to them by Order in Council, they see no objection to the adoption of that course.

I am therefore to suggest that your Department should confer with the Government of India and with the Board of Trade with a view to taking the necessary steps to make the Indian Regulations, when amended as proposed, enforceable by British jurisdiction.

Copies of this correspondence have been communicated to the Board of Trade; and I am to inclose copy of a letter which his Lordship has caused to be addressed to the Colonial Office on the subject.*

I am, &c.
(Signed) JAMES FERGUSSON.

No. 24.

The Marquis of Salisbury to Sir W. White.

(No. 138. Commercial.)

Sir, *Foreign Office, November* 8, 1890.

WITH reference to your Excellency's despatch No. 186, Commercial, of the 25th September, on the subject of the Pilgrim Traffic Regulations, I now inclose, for your information, copies of further correspondence on the subject, as marked in the margin.†

I have to add that Dr. Dickson's request to be allowed to see the draft Regulations before they are enacted into a Law will be borne in mind.

I am, &c.
(Signed) SALISBURY.

No. 25.

Sir C. Cookson to the Marquis of Salisbury.—(Received November 24.)

(No. 64. Commercial.)

My Lord, *Alexandria, November* 11, 1890.

I HAVE the honour to forward herewith a copy of a despatch from Dr. Mackie of the 7th instant respecting the pilgrimage of this year, inclosing a Statistical Table drawn up by the Administration of the Quarantine Board, and containing some observations which are worthy of attention.

Dr. Mackie refers to his former Report inclosed in Mr. Alban's despatch No. 43 of the 27th September last, and offers some interesting remarks on the good sanitary condition of the Egyptian pilgrims who proceeded to Medina and Yambo, or accompanied the land caravan to El Wisch before embarking; and points out that amongst them not a single case of cholera occurred either on the voyage or at the lazaret, while, on the other hand, the mortality was very great amongst those who embarked at Jeddah; the Turkish pilgrims suffered most.

Dr. Mackie also points out that the average of mortality was higher on vessels carrying the largest number of pilgrims, this being especially remarkable in the case of the Turkish steamer "Adana" and a British vessel called the "Malacca," the latter of which would appear to have been disgracefully overcrowded and quite unfitted to carry a large number of passengers. If this be the case, I beg respectfully to draw your Lordship's attention to Dr. Mackie's opinion that it would be as well that an inquiry should be made into the matter.

The conclusions drawn by Dr. Mackie appear to be amply justified by the facts, and are well deserving of consideration. It is of vital importance that the two chief causes of the spread of cholera among the pilgrims should as far as possible be removed by the adoption of measures for the prevention of the crowding together of pilgrims at a port where cholera is raging, and for the inspection and control of vessels engaged in the pilgrim traffic. The present state of affairs is a standing danger to the health, not only of Egypt, but of the whole Western world.

I have, &c.
(Signed) CHAS. A. COOKSON.

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* No. 22

† Nos. 12, 16, 17, 19, 21, 22, and 23.

Inclosure 1 in No. 25.

Dr. Mackie to Sir C. Cookson.

Sir, *Alexandria, November* 7, 1890.

I HAVE the honour to inclose, for your information, a Table, drawn up by the Administration of the Quarantine Board, showing a statement of the pilgrims returned this year from Mecca viâ Egypt, having performed rigorous quarantine at Tor and Ras Mallap on account of the existence of cholera.

In this Table there are some facts shown to which I would call your attention, which I think are highly instructive from a sanitary point of view:—

1. A point to which I have referred in a previous Report, the immunity of the Egyptian pilgrims from cholera and their good sanitary condition at the lazaret and during the passage. With the exception of one steamer, the steam-ship "Hodeida," which brought 621 Egyptians from Jeddah, one of whom died from cholera, and seven of ordinary diseases at the quarantine station—all the other Egyptian pilgrims, instead of remaining cooped up in the centre of infection at Jeddah, continued their pilgrimage to Medina, thence to Yambo, where they embarked. From Yambo six steamers bought 3,911 Egyptian pilgrims to the lazaret at Tor. Amongst these not a single case of cholera was reported to have occurred during the voyage nor at the lazaret. At the lazaret, where there was good medical supervision, the Table may be looked upon as strictly accurate; fifteen deaths occurred at the lazaret from ordinary diseases, and two deaths during the passage. The Egyptian land caravan, consisting of 574 persons, arrived by land at El Wisch, and were brought thence by steamer to Tor; no deaths from cholera amongst them. All these, after undergoing quarantine and disinfection, were conveyed in clean disinfected vessels to Suez, where they were again medically inspected, found healthy, and admitted to free pratique to proceed to their homes throughout Egypt.

2. The greatest mortality from cholera and ordinary diseases occurred amongst those coming by ship from Jeddah, the Turkish pilgrims suffering most.

3. The greatest proportional mortality occurred on steamers carrying the largest number of pilgrims.

The first steamer to arrive (11th August) at the quarantine station was the Turkish steamer "Adana," bringing 953 Turkish pilgrims from Jeddah; of these, 17 died of cholera (officially reported) during the passage, and 55 during their stay at the lazaret, and from ordinary diseases one death occurred on the passage, and 58 at the lazaret, besides 16 from ordinary diseases after the vessel left the quarantine station. This steamer had a mortality of 147. The vessel was the first to bring return pilgrims, and consequently embarked them at Jeddah whilst the disease was at its worst and most virulent, but, comparing it with other vessels, this alone does not account for the excessive mortality. Compare it, for instance, with the Egyptian steamer "Hodeida," which arrived at Tor from Jeddah (12th August), bringing 621 Egyptian pilgrims; of these, none died during the passage, and during their stay at the lazaret only one died of cholera and seven of ordinary complaints. These two vessels, arriving at Tor within a day of each other, show a very different figure. I would attribute the great mortality on the Turkish vessel to overcrowding and bad hygienic conditions. Next to the Turkish steamer "Adana" in excessive mortality comes the British steamer "Malacca." This vessel arrived at the quarantine station from Jeddah on the 16th August, bringing 910 Turkish pilgrims; 15 deaths from cholera occurred during the passage; during the stay at the lazaret 44 deaths from cholera, 52 from ordinary diseases; and 15 deaths from ordinary diseases after the vessel left the quarantine station—a total mortality for this vessel of 126 before entering the Mediterranean. You will observe also that this vessel, according to the bill of health, left Jeddah with 1,010 passengers. The authorities on board declared 15 deaths during the passage, leaving 995 passengers to be accounted for, whilst only 910 were counted when disembarked at the lazaret—a minus of 85 persons. Thus the number of deaths on the passage may have been much in excess of what was declared, or many of the passengers may not have embarked in the confusion at Jeddah after having taken passage tickets, or may even have died of cholera before being able to embark.

I have been informed, though not officially, that the steam-ship "Malacca" was in very bad condition, and utterly unfitted to carry such a crowd of passengers. Her Majesty's Government may, perhaps, think fit to make inquiries on this point.

The next vessel with high cholera mortality is the Turkish steamer "Numet Nuda," arrived at Tor on the 12th August, bringing 836 pilgrims, Turks and Syrians; 865 stated

on bill of health—a minus of 29. No deaths declared during the passage, but at the lazaret 21 deaths from cholera and 21 deaths from ordinary diseases. Five deaths from ordinary diseases occurred after the vessel left the lazaret—a total of 47 deaths. Next follows the Austrian steamer "Reka," arrived at Tor on the 16th August, with 426 pilgrims from Jeddah, Turks, Syrians, and Bosnians; 431 stated on bill of health; no deaths from cholera, but 5 from ordinary diseases, declared during passage. At lazaret 11 deaths from cholera and 40 from ordinary diseases; 6 deaths from ordinary diseases after the vessel left—a total of 57 deaths. With the exception of the Turkish steamer "Gherid," which had 1 death from cholera, 1 from ordinary disease, during the passage from Jeddah, and 1 death from cholera and 26 from ordinary diseases at the lazaret, out of a total of 506 passengers, 380 only declared on bill of health, the other steamers from Jeddah, which averaged from 400 to 500 and 600 passengers, had small mortalities, whilst, as I have mentioned, those from Yambo were almost exempt. The conclusions, in my opinion, to be drawn from the facts above stated are the same as have been put forward by others over and over again: prevent crowding of pilgrims amongst whom an epidemic is raging at the port of embarkation—compare the sanitary state of the pilgrims crowded together awaiting embarkation at Jeddah, with those who took the way of Medina and Yambo.

Prevent crowding on board ship. Even with existing regulations pilgrim-ships in time of epidemic are disgracefully overcrowded; account must be taken of the enormous quantity of filthy baggage which pilgrims carry with them, and of the disgustingly filthy condition of most of them in their persons and clothing, necessitating four or five times the space, or more, for aëration which would be required by more cleanly beings. Superintend the hygienic condition of the pilgrim-carrying ships, and see from their construction that they are fitted to carry such crowds of human beings, as there is little doubt that often old vessels are bought at a small price and put to the pilgrim-carrying traffic when they are useless for anything else. There can be little doubt, and I think very few people will refuse to believe, that Egypt and Europe have narrowly escaped an invasion of cholera this year, which has been stamped out at Tor by the measures adopted and carried out with the zealous assistance of the Egyptian Government officials, but the mortality, as I have shown, between Jeddah and Egypt has been enormous. I am fully aware of the enormous difficulties in the way of legislation for this pilgrim traffic, but no advance is ever made by pessimism, and I think the question should be taken up with will and determination to protect the Western world against pilgrims in time of epidemic, and to diminish the mortality amongst themselves. The scheme must be simple and practical, the Utopian propositions put forward by some Powers being beyond application.

I have, &c.

(Signed) J. MACKIE.

Inclosure 2 in No. 25.

CONSEIL SANITAIRE, MARITIME, ET QUARANTENAIRE D'ÉGYPTE.

MOUVEMENT du Pèlerinage, 1890.

Nom des Bateaux.	Tonnage.	Pavillon.	Provenance.	Destination.	Arrivée.	Départ.	Jours de Quarantaine accomplis.	Nombre des Pèlerins: Inscrits sur Patente.	Nombre des Pèlerins: Versés au Lazaret.	Nationalité des Pèlerins: Egyptiens.	Turcs.	Marocains.	Syriens.	Bosniens.	Décédés: Pendant la Traversée: Par Choléra.	Décédés: Pendant la Traversée: Par Maladie.	Décédés: Au Lazaret: Par Choléra.	Décédés: Au Lazaret: Par Maladie.	Morts après le départ du Bateau.	Partis avec un autre Bateau.	Arrivés à Suez: Rémis.	Arrivés à Suez: Nourrissons et Enfants.	Observations.
Azana ..	1,096	Ottoman..	Djeddah ..	Trébizonde	.. Août	.. Sept.	44	945	955	..	953	..	..	..	17	1	55	58	16	7	817	..	Le "Negtille" a transb. porté à Suez les pèlerins du "vapeur "Hodeidah."
Hodeidah ..	626	Egyptien..	,, ..	Suez ..	,, ,,	12 ,,	32	505	621	621	..	..	..	..	..	..	1	7	..	..	540	7	
Nuret-Huda..	1,183	Ottoman..	.. ..	Beyrout ..	.. 12	.. ..	27	805	836	..	476	..	360	..	..	..	21	21	5	..	806	..	
Gallia ..	701	Français ..	.. ..	Tangier ..	.. 13	.. ..	3	748	752	..	..	..	..	..	..	..	2	3	..	..	748	..	
Reka ..	714	Autrichien	.. ..	Constantinople	.. 16	Oct. 5	51	367	426	..	300	..	40	86	..	..	11	40	6	..	367	..	1 reste à l'hôpital.
Malacca ..	1,047	Anglais ..	.. ..	.. ..	.. 16	Sept. 29	45	790	910	..	910	..	..	..	15	..	44	52	15	..	790	..	1 reste à l'hôpital.
Chibin ..	677	Egyptien..	Jambo ..	Suez ..	.. 30	.. ..	21	812	910	801	..	..	..	..	..	1	..	4	..	..	812	21	
Damanhour..	626	.. ..	.. ..	.. ..	.. 31	.. ..	25	648	637	637	..	..	..	..	..	..	..	2	2	..	648	..	
Mansourah ..	599	.. ..	.. ..	.. ..	.. ..	.. ..	30	651	694	694	..	..	..	..	..	..	..	1	..	..	651	..	
Tarsus ..	797	Ottoman..	.. ..	Smyrne ..	.. Sept.	.. Oct.	30	623	632	..	244	..	72	..	..	..	..	3	3	..	623	..	
Rafji-Kerim..	412	Egyptien..	.. ..	Suez ..	.. 5	.. 1	26	485	494	494	..	..	..	..	..	..	..	3	1	..	485	7	
Zegazig ..	678	.. ..	.. ..	.. ..	.. 8	.. 6	29	826	845	845	..	..	..	..	..	..	..	2	..	..	826	107	Plus 35 passagers et 34 employés du Gouvernement.
Misair ..	626	.. ..	.. ..	.. ..	.. 17	.. 17	31	515	530	530	..	..	..	..	..	1	..	3	..	..	515	13	Plus 17 passagers.
Gléride ..	382	Ottoman..	Djeddah ..	Rizeh ..	.. 19	.. 19	31	380	506	506	..	..	..	..	..	1	1	26	3	..	476	..	3 reste à l'hôpital.
Hodeidah ..	626	Egyptien..	El-Wisch..	Suez ..	.. 21	.. 9	19	563	574	574	..	..	..	..	..	..	..	2	1	..	612	..	Caravane du Tapis Sacré.
								9,339	10,121	5,106	3,207	996	665	87	33	9	135	225	54	9	..	..	5 reste à l'hôpital.

De ce Tableau il résulte que 10,121 pèlerins ont débarqués au Lazaret de Tor. De ce nombre 414 sont morts au campement et 5 se trouvent encore à l'hôpital. A Suez il est arrivé 9,696 pèlerins, soit 6 personnes en moins dont on ne peut justifier l'absence mais que l'on peut attribuer à une erreur de comptage.

Le Président,
(Signed) W. F. MIÉVILLE.

Alexandrie, le 3 Novembre, 1890.

No. 26.

Sir W. White to the Marquis of Salisbury.—(Received December 12.)

(No. 219. Commercial.)

My Lord, *Constantinople, December 4, 1890.*

I HAVE the honour to acknowledge the receipt of your Lordship's No. 138, Commercial, of the 8th ultimo, on the subject of the pilgrim traffic Regulations.

I communicated the above despatch to Dr. Dickson, and now beg to inclose copy of his answer, with his remarks on the objection of the Colonial Office to adopt Rules similar to those of the Indian Government for the regulation of its pilgrim traffic with the Red Sea and Persian Gulf.

I have, &c.
(Signed) W. A. WHITE.

Inclosure 1 in No. 26.

Dr. Dickson to Sir W. White.

Sir, *Constantinople, December 3, 1890.*

I HAVE read attentively the inclosures contained in your Excellency's despatch to me of the 22nd ultimo on the pilgrim traffic, and I regret to observe that the Colonial Government objects to the adoption of Rules similar to those of the Indian Government for the regulation of its pilgrim traffic with the Red Sea and Persian Gulf, on the plea that, if it did this, that traffic might be driven away from the British ships, and legislation on the subject would meet with opposition.

The purport of the Indian pilgrim traffic Regulations is to insure safety and afford comfort to the pilgrims during their voyage from India to the Turkish ports, and put a stop to the inhuman and disgraceful manner with which, in default of a proper control, the traffic had at times been carried on.

It is my firm belief that Mahommedan pilgrims, like any other travellers, will prefer safety and comfort to economy and risk; and that they will ultimately abandon the latter mode as they learn to appreciate the former.

The decrease in the number of Javanese pilgrims that resort to the ports of the Straits Settlements, and in the number of pilgrims that take passage there in British ships, is the natural result of the establishment of the large and commodious Dutch steamers that proceed direct from Java to Jeddah, and of a few German, French, and Russian boats that now call at the Straits Settlements to take pilgrims to the Red Sea. All these steamers, however, carry merchandize, and are not well adapted for the pilgrim traffic. The adoption of the Indian Regulations would not alter these conditions, but would tend to throw the pilgrim traffic chiefly on those vessels that are adapted for it, and that can carry their passengers with safety and comfort. I must therefore repeat that, as far as I am able to judge, I regret that the Straits Settlements have declined to accept the Indian Rules.

I beg to inclose herewith a Statement, drawn up from the records of the Health Department, showing the number and nationality of the pilgrims and pilgrim-carrying ships that have sailed from Singapore and Penang for the Red Sea during the years 1884 to 1890. No distinction is made in this Statement between Malays and Javanese. During these seven years the pilgrims sailed from Singapore and Penang in thirty British ships, four German, one French, and one Russian: 5,204 pilgrims went away from those ports in 1884, 5.190 in 1885, 2,361 in 1886, 2,935 in 1887, 2,974 in 1888, 3,225 in 1889, and 7,280 in 1890.

I now beg to return, with my best thanks, Lord Salisbury's despatch No. 138, Commercial, addressed to your Excellency on the 8th ultimo.

I have, &c.
(Signed) E. D. DICKSON.

Inclosure 2 in No. 26.

PÈLERINS par Nationalité arrivés dans la Mer Rouge provenant des ports ci-après.

Années.	Pavillon des Navires.	Nombre des Navires.	Nationalité des Pèlerins.						Provenance des Pèlerins.
			Javanais.	Chinois.	Indiens.	Arabes.	Bouhariens.	Anglais.	
1884 (1301)	Anglais ..	6	2,781	10	..	..	..	..	Singapore.
			1,014	..	..	..	..	..	Penang.
	Allemand ..	1	132	..	..	..	..	..	Singapore.
			667	..	..	..	..	..	Penang.
1885 (1302)	Anglais ..	5	4,719	2	..	4	..	..	Singapore.
	Russe ..	1	465	..	..	..	..	..	Ditto.
1886 (1303)	Anglais ..	3	2,034	20	1	119	..	1	Ditto.
			157	..	..	..	..	..	Penang.
1887 (1304)	Anglais ..	3	2,249	2	..	113	2	..	Singapore.
	Français ..	1	532	..	25	12	..	..	Ditto.
1888 (1305)	Anglais ..	2	1,418	2	..	1	..	..	Ditto.
	Allemand ..	2	1,440	8	..	15	..	..	Ditto.
1889 (1306)	Anglais ..	3	2,503	3	..	38	..	..	Ditto.
	Allemand ..	1	628	..	..	53	..	..	Ditto.
1890 (1307)	Anglais ..	8	7,076	11	16	177	..	..	Ditto.

(L.S). Administration Sanitaire (Bureau du Contrôle).
Constantinople, le 1er Décembre, 1890.

No. 27.

Foreign Office to Colonial Office.

Sir, *Foreign Office, December 15, 1890.*

WITH reference to your letter of the 29th September, I am directed by the Marquis of Salisbury to transmit to you, to be laid before Lord Knutsford, copy of a despatch from Her Majesty's Ambassador at Constantinople,* inclosing copy of a Report by Dr. Dickson, containing observations as to the objection of the Government of the Straits Settlements to the adoption of pilgrim traffic Regulations similar to those of the Indian Government; and I am to suggest that these papers might be referred to the Governor of that Colony for further consideration.

I have, &c.
(Signed) JAMES FERGUSSON.

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* No. 26.